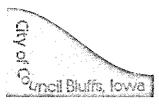
1984 COUNCIL BLUFFS COMPREHENSIVE GENERAL PLAN

Adopted April 23, 1984

Prepared By

Department of Planning and Community Development
City of Council Bluffs, Iowa



OFFICE OF:
PLANNING & COMMUNITY
DEVELOPMENT

May 1, 1984

Honorable Charles Smith, Mayor and Members of the City Council City Hall, 209 Pearl Street Council Bluffs, IA 51501

Dear Mayor Smith:

It is with great pride that the City Planning Commission transmits the 1984 Comprehensive General Plan to the Council and to the Citizens of Council Bluffs. This plan is a major policy document for the City, setting out major issues, establishing goals and policies, and recommending implementation strategies for a wide range of development and community concerns.

This plan is not something totally new. It is an incremental step in a continuing planning process. It is a supplement to the 1977 Comprehensive Land Use Plan, the 1983 Capital Improvements Plan, the 1982 Plan For Historic Preservation, the 1973 Housing Study, the 1982 Parks, Recreation and Open Space Plan, and a series of special area and neighborhood plans. These documents, in combination, make up the Comprehensive Plan for the City. But the 1984 Plan is more than a supplement. It is also a foundation for new direction in the City.

Using this document as a base, the City is in a position to initiate, support and encourage a number of public and private projects that will make Council Bluffs an even better place to live and work.

The Commission extends its thanks to the members of the City Council, the City staff and the many citizens that participated and assisted in preparing this important document.

Sincerely,

Virginia Gross, Chairman City Planning Commission

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RESOLUTION NO. 84-164

A RESOLUTION adopting and approving the Comprehensive Plan of the City of Council Bluffs, Iowa.

- WHEREAS, this City has been acting in accordance with a Comprehensive Land Use Plan established in July of 1977; and
- WHEREAS, the importance of a city adopting and utilizing a Comprehensive Plan is borne out by State regulations such as Section 414.3 of the Code of Iowa dealing with "Municipal Zoning", which requires that zoning regulations be made in accordance with a comprehensive plan, and such as Section 409.14 of the Code of Iowa dealing with "Subdivisions", which requires a city to examine subdivision plats with a view to ascertaining whether the same interferes with the carrying out of a city's comprehensive plan;
- WHEREAS, This City Council did, in February of 1983, place a high priority on and did establish a goal of updating and revising the City's Comprehensive Plan, inasmuch as the 1977 plan was based on a set of neighborhood development plans and was basically limited to land use and circulation issues, and at this time the City needs a set of policy guidelines addressing community issues from a broader perspective;
- WHEREAS, this City Council did on July 11, 1983, pursuant to Resolution
 No. 83-274, authorize the planning consultant firm of Galpin-Ciaccio
 Associates to undertake a study of downtown Council Bluffs to
 assist the City Council in determining what goals and objectives
 it should establish with respect to downtown Council Bluffs;
 and
- WHEREAS, the findings and recommendations of Galpin-Ciaccio Associates were made in a report entitled the "Council Bluffs Central Business District Redevelopment Plan", which plan was approved by this City Council on January 23, 1984, pursuant to Resolution No. 84-36, and which plan the Council Bluffs Planning Commission has recommended for inclusion in the Comprehensive Plan as an element thereof;
- WHEREAS, the City staff has been working since the summer of 1983 in compiling a new Comprehensive Plan, and has conducted numerous public hearings in various locations in the community, and before the Council Bluffs Planning Commission, to solicit community input; and
- WHEREAS, the City Planning Commission has been studying the new Comprehensive Plan in phases since December of 1983, and after their final meeting thereon on April 10, 1984, the Commission recommended that the new Comprehensive Plan should include the Council Bluffs Central Business District Urban Renewal Plan as an element thereof, and should be approved as presented to the City Council; and
- WHEREAS, the City Council has studied and considered the Comprehensive Plan submitted herewith, and deems the approval of said Comprehensive Plan to be in the best interests of the City of Council Bluffs, Iowa.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF COUNCIL BLUFFS, IOWA:

That the proposed Comprehensive Plan submitted herewith, which includes the Introduction, Historical and Physical Context, and 13 elements including Land Use, Growth Management, Economic Development, Housing Circulation, Energy, Parks and Recreation, Community Services, Safety, Conservation, Urban Design, Urban Conservation, and Noise, and including the Council Bluffs Central Business District Redevelopment Plan as an additional element thereof, should be and the same is hereby adopted and approved as the Comprehensive Plan of the City of Council Bluffs, Iowa.

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CHARLES L. SMITH Mayor

Attest: OLGA ARELIANO City Clerk

CASE NO. CP-83-001

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City Council

Charles Smith, Mayor

William Ballenger Tom Kinney Dave Christiansen (1980-84)

Tom Hanafan Bill Venard Dorothy Strohbehn (1972-84)

City Planning Commission

Harold Clizbe, Chairman

Virginia Gross, Vice-Chairman

Ben Schneider*, Chairman, Comprehensive Plan Subcommittee

Chet O'Hara* Scott Hughes Ron Johnson Gail Fernley Betty Nelson* Bob Olson Margo Moreno Bill Harriman

*Members of Comprehensive Plan Subcommittee

City Manager

Michael G. Miller

Department of Planning and Community Development

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Matt Morris, Chief Planner
Patrick Doherty, Urban Planner
(Plan preparation)
Ann E. Birch, Project Planner
(Housing element)

Cheri Christiansen, Clerk-Typist

Lora Flom, Clerk-Stenographer

Other Contributory Staff

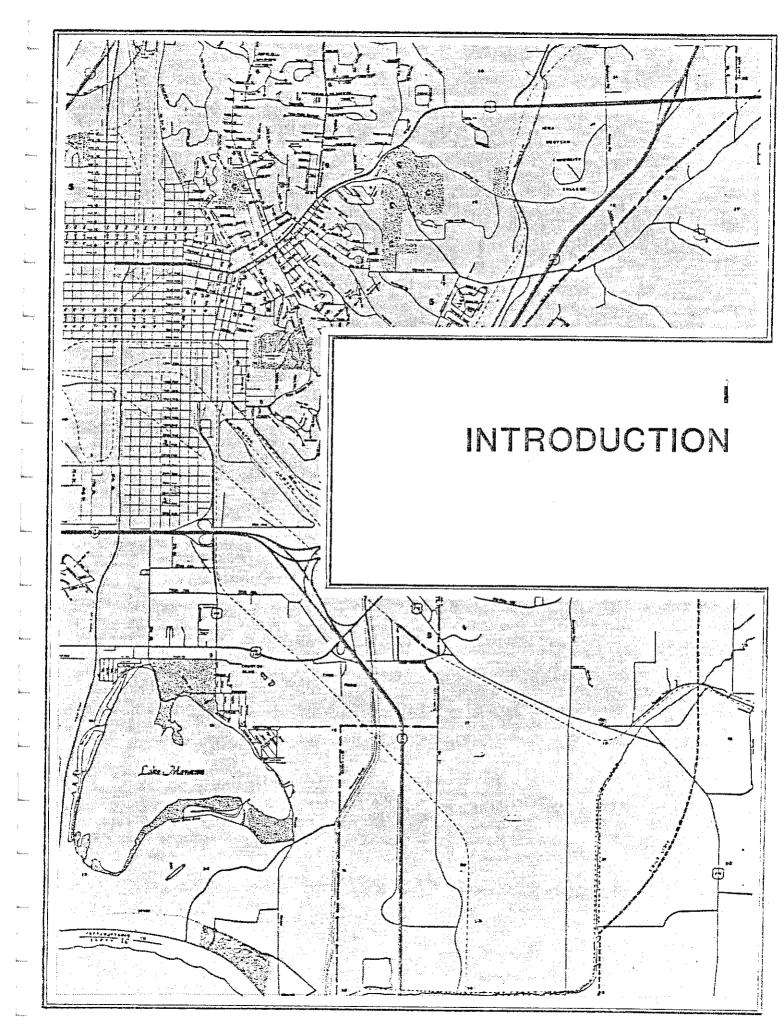
Jack Chappell, Assistant City Manager (Safety element)
Steve Wilmarth, City Engineer (Circulation and Community Services elements)
Dick Downing, Director, Parks, Recreation and Public Property (Parks & Rec. element)
Gary D. Williams, Police Captain (Safety element)
Roger Peterson, Police Lieutenant (Safety element)
Randy Holveck, Public Health Sanitarian (Safety and Noise elements)
Delbert Burdick, Fire Chief (Safety element)
Calvin Petersen, Fire Marshall (Safety element)

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INTRODUCTION

Background

As an integral part of its February 1983 Goal-Setting activities, the Council Bluffs City Council chose to place a high priority on updating and revising the City's Comprehensive General Plan. The intent was to create a more comprehensive document than the existing "Comprehensive Land Use Plan," prepared in 1977. Essentially the 1977 plan was based on a set of "neighborhood development plans" and was basically limited to land-use and circulation issues. This plan is intended to be a set of policy guidelines addressing community issues from a broader perspective.

Concept and Function

The Comprehensive General Plan, hereinafter called the Comprehensive Plan, General Plan, or Plan is based on the following concepts and functions:

- The plan should be designed to be comprehensive so that it can guide the complex arrangement of interrelated parts composing the City;
- 2. The plan must be long-range. Its concepts, ideas and proposals must look into the future, anticipating the needs and demands of an increasing and changing population.
- 3. The plan should not be limited in scope. Its goals and objectives should be expressed within the framework of the City's potential.
- 4. The plan should suggest a general guide for policy decisions, rather than providing final solutions to problems.
- 5. The plan should be designed to be flexible and subject to adaptation with the changing conditions and community concerns.
- 5. The plan should provide the direction by which its goals can be attained on a realistic scale.

Scope

Within this conceptual framework, a wide variety of community issues is addressed in the Comprehensive General Plan. As a result, 13 elements have been chosen to cover these issues:

Land Use Growth Management Economic Development Housing Circulation Energy Parks and Recreation Community Services Safety Conservation Urban Design Urban Conservation Noise

Authority to Plan

The Comprehensive Plan for Council Bluffs is prepared under the authority of Chapter 364 and Sections 403.5 and 414.3 of the Iowa Code. These statutes allow municipalities to carry on planning activities as a guideline for subdivision, zoning, and other regulations. The power to regulate the use of land is delegated from the State to the local governing body in many ways which can be summarized as "police power." Cities are granted this fairly broad power to promote the health, safety, morals or the general welfare of the community. This police power of the governing body is the basis for enforcing zoning ordinances, subdivision regulations, and similar land management tools. In fact, the Code of Iowa (Section 414.3) states that a zoning ordinance shall be made in accordance with a comprehensive plan.

Process

As a result of the City Council's February 1983 Goal-Setting Session, the Department of Planning and Community Development began gearing up for a major comprehensive planning effort to help achieve the Council's objective. Through the spring of 1983 numerous agencies and departments were contacted for cooperation and contribution, while the initial compilation of data occurred. By June a "comprehensive planner" was hired and began to perform the studies, analysis and other activities necessary in the preparation of the comprehensive plan.

A subcommittee of the Planning Commission was formed and began meeting regularly with Planning staff to discuss community issues and to recommend specific policies in response to those issues. By the end of the summer draft policies had been prepared for all of the elements, with citizen review and participation workshops scheduled for November. After advertising in the Council Bluffs Nonpareil, and sending letters to a great number of community agencies, clubs, and organizations, the Department of Planning and Community Development held three public workshops on November 17th, 22nd, and 29th. In response to the citizen input, staff was able to verify, modify or delete draft policy statements generated during the summer.

Through the fall of 1983, staff continued to draft the individual Plan elements in preparation for their presentation to the Planning Commission and City Council in December, January and February. The elements were prepared in three phases as follows:

- Phase 1: Parks and recreation, energy, urban conservation, conservation, and urban design elements.
- Phase 2: Circulation, noise, community services, economic development, and safety elements.

Phase 3: Introduction, historical and physical context,
land use, growth management, and housing elements.

Housing was originally scheduled for Phase 2, but was rescheduled for Phase 3 during the planning process.

Schedule of Review and Adoption by Planning Commission and City Council

| | | Planning Commission | Council Study Session |
|-------|---|---------------------|-----------------------|
| Phase | 1 | December 6, 1983 | December 12, 1983 |
| Phase | 2 | January 10, 1984 | January 23, 1984 |
| Phase | 3 | February 14, 1984 | February 27, 1984 |

This was followed by a Planning Commission Study Session on February 18, 1984. At the regular meeting of March 20, 1984, the City Planning Commission recommended that the Comprehensive General Plan be adopted, subject to a list of suggested changes.

The City Council received this recommendation on March 26, 1984. A public hearing was held on April 23, 1984, followed by adoption of the plan, with revisions on that same date.

Organization

Each of the 13 elements of the Comprehensive Plan is organized with the following segments:

Background
Issues
Goals
Policies
Implementation Strategies

Background is usually a brief narrative, describing the fundamental concerns, conditions and circumstances relating to the various elements (growth management, safety, e.g.).

Issues is a listing of the major current issues regarding the element that have been identified by the public, the subcommittee, and staff. This represents the problem-identification stage upon which planning is normally based.

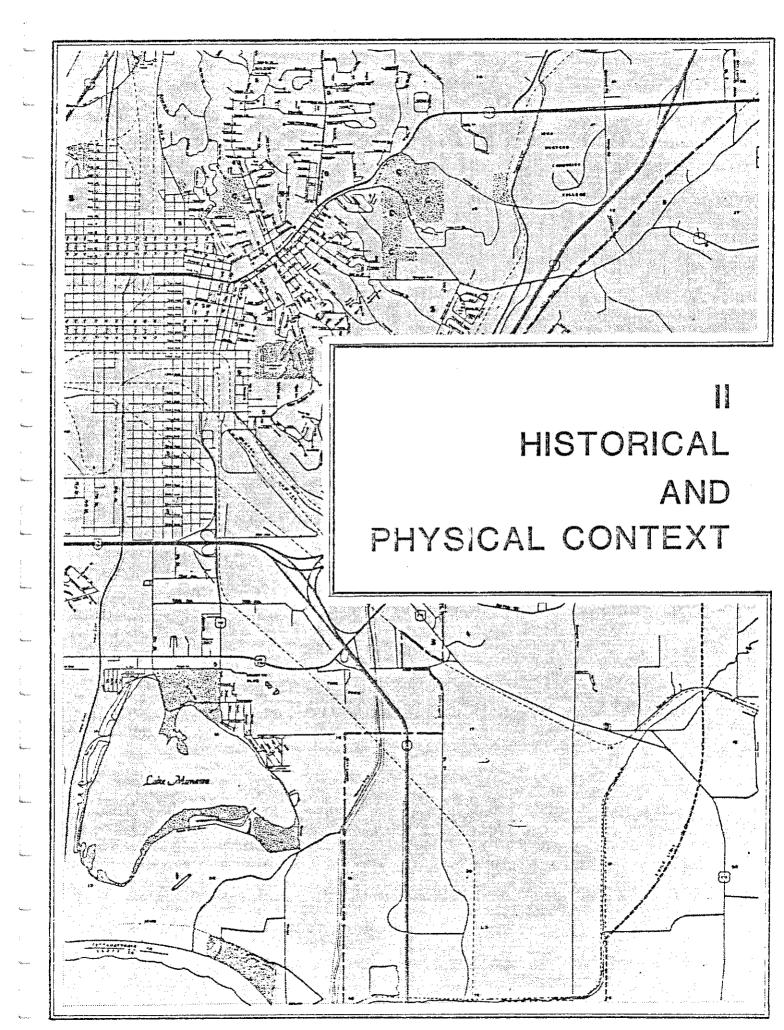
<u>Goals</u> are the underlying philosophies and directions that the City intends to adhere to in the achievement of its policies and implementation strategies. Goal achievement is viewed as the desired result of planning.

Policies state the position of decision-makers and the public relative to each of the issues and concerns identified earlier. Policies are intended for use as guides for rational decision-making through their consistent and uniform application. Therefore, each policy is sufficiently general in nature to allow necessary flexibility of interpretation in unique cases, but specific enough to

provide consistent development guidance.

Implementation Strategies are a fairly specific means of achieving the desired results expressed by the policies. Some strategies indicate an immediately achievable action; while others indicate the initiation of various studies, maps, programs, etc., which remain necessary to achieve or fulfill the policies. Implementation strategies may be used as criteria against which the achievement of the Plan's policies can be assessed, as well as serving as short-term operational objectives.

In essence, the goals, policies, and implementation strategies expressed herein not only provide the City's decision-makers (elected officials and the Planning Commissioners, assisted by City staff) with an expressed intent for city development and redevelopment, but also offer the private sector an indication of the City's position on a variety of issues related to the redevelopment/ development process.





HISTORICAL AND PHYSICAL CONTEXT'

In 1804 the Lewis and Clark expedition held a council with the native Ioways at a promontory in the Bluffs several miles to the north of the present city of Council Bluffs. Referring to this event, the term Council Bluffs later was applied to the whole region on both sides of the Missouri River. As the would-be city was settled, this name was adapted, and the site became known as both Council-Hill and Council-Bluff.

As early as the 1820's fur trading posts were being established along the Missouri River in the vicinity of modern-day Council Bluffs. In 1826 François Guittar established a post at Traders Point, thereby enjoying the distinction of being counted the settlement's first white resident.

As a result of the U.S. Government's treaties with the Indian nations, the Pottawattamies were relocated from Illinois, Indiana and southern Michigan to Council Bluffs in 1836 and 1837. To protect the Pottawattamies from belligerent Sioux incursions from the north, two companies of U.S. Dragoons from Fort Leavenworth arrived in the summer of 1837 to construct a blockhouse, initially called Camp Kearney.

In May of 1839 Jesuit missionaries, including Father Pierre De Smet, established a mission among the Pottawattamies at Camp Kearney, the mission lasting until 1841. By 1846 the Pottawattamies had been relocated to eastern Kansas, where there is currently a Pottawattamie reservation.

No permanent settlement was made in Council Bluffs until June of 1846, when a party of Mormon refugees from Illinois started a village on the old Indian grounds near present-day East Broadway. They called the settlement Kanesville in honor of Thomas L. Kane of Pennsylvania who had assisted the Mormons. The Mormons organized the city of Kanesville, with Orson Hyde as Mayor. In December of 1847, while still at Kanesville, the Mormons elected Brigham Young as president of the Mormon Church.

In 1853 most of the Mormons relocated to Utah territory. However, since the migration had become known as an outfitting post for westward travelers during the California gold rush and Oregon settlements, many people eyed commercial opportunity here and relocated from such places as Missouri, Illinois, and Indiana. In 1853 an act of the General Assembly of Iowa changed the town's name to Council Bluffs and authorized incorporation on January 24th of that year. The town's first Mayor was Cornelius Voorhis, presiding over a council comprised of familiar names: Bayliss, Rice, Carey, Littlefield, Klein, Johnson, Cook, and Stutsman.

Later that year, a young man who was to achieve status as Council Bluffs "first citizen," stood on a blufftop just south of town to view the Valley of the Missouri River. This was Grenville Mellen Dodge, who later became a major general in the Civil War, prominent citizen in Council Bluffs, and "builder of the Union Pacific Railroad." In 1859 Grenville Dodge brought a visiting Abraham Lincoln to a spot in Council Bluffs near the top of present-day Oakland Avenue. There Lincoln viewed the town as a potential western terminus for Iowa's

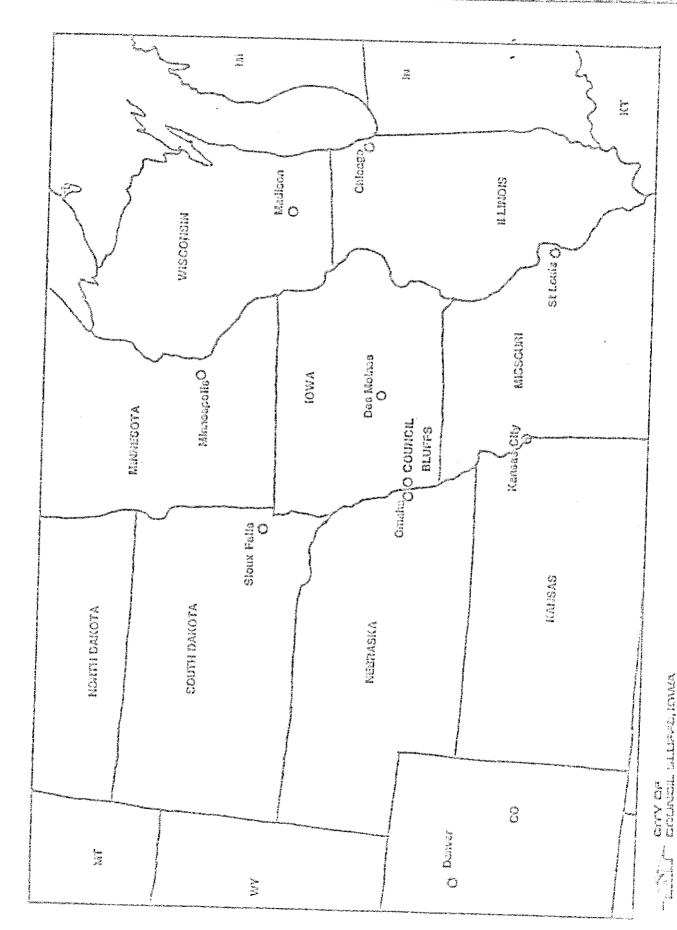
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railroad system. In fact, Mr. Lincoln went one step further in suggesting that the City serve as the nexus of a future nation-wide railroad system by being the eastern terminus of the Union Pacific Railroad. In 1869 Mr. Lincoln's suggestion was realized, when existing rail lines from the east were able to connect at Council Bluffs with the newly laid line from the west, marking the completion of the first transcontinental railroad. By 1879 Council Bluffs had become home to the Union Pacific Railroad, with the opening of a handsome Union Pacific transfer and terminal depot-hotel. Eventually as many as eleven railroad trunk lines entered the city. Council Bluffs had established itself as one of this nation's major rail centers.

While Omaha eventually housed the Union Pacific terminal, Council Bluffs continued to prosper, serving both as a commercial outfitting center for westward-bound settlers, and as hub of the rich agricultural lands of southwest Iowa. In 1884 Jennie Edmundson Memorial Hospital was established, offering Council Bluffs both a regional medical establishment, as well as an esteemed school for nurses. Council Bluffs has continued to grow and expand, profiting from agricultural, commercial and transportation assets. In 1935 Blue Star Foods, Inc., started the manufacturing move in Council Bluffs with a plant that is still one of the largest employers in the City.

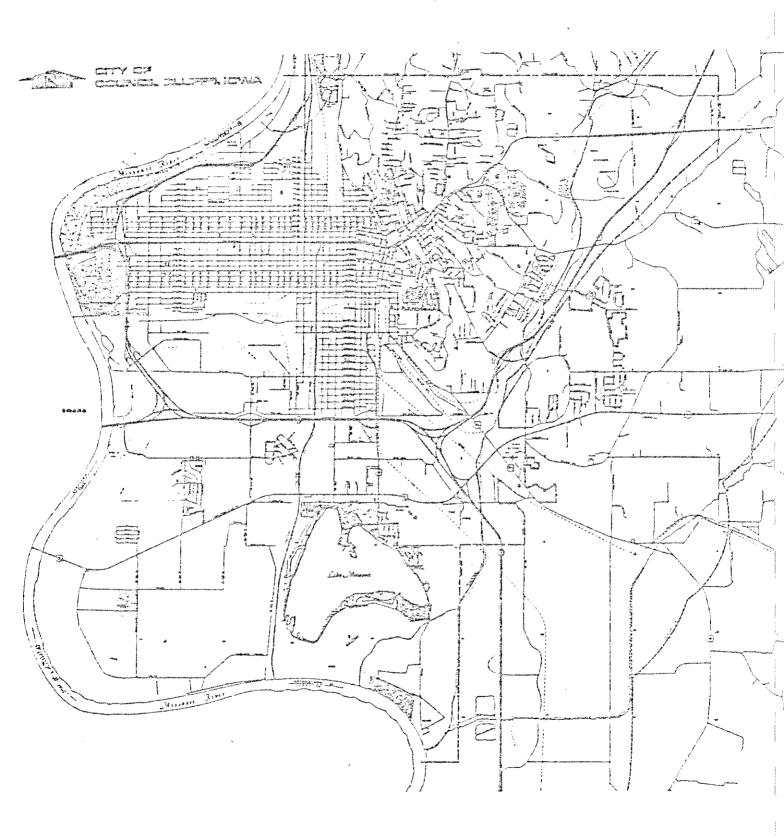
Today the incorporated city encompasses an area of approximately 41 square miles, containing a diversity of terrain and physical amenities. The 1980 population was 56,449, making Council Bluffs the largest community in southwest Iowa. It is also the sister-city of Omaha. Together the two cities form a prosperous metropolis of over one-half million people. The city enjoys a significant location: it marks the western end of Iowa, and forms the gateway to Nebraska and the West for motorists traveling by Interstate 80 which, passing through the nation's heart, links the east and west coasts.

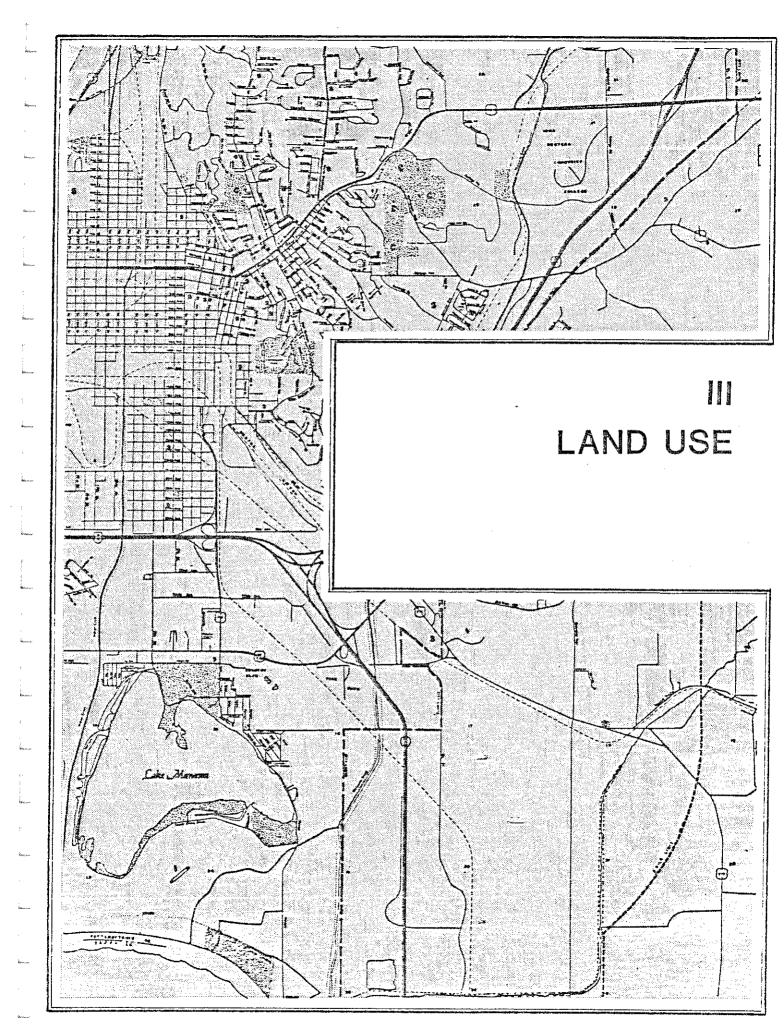
Council Bluffs Regional Context



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LAND USE

INTRODUCTION

While all the other 12 elements of this Comprehensive Plan address land-use concerns, the "Land Use Element" is intended to address specifically the three major land-use classifications that are not comprehensively covered elsewhere. These are: residential, commercial and industrial. By analyzing land use trends, issues, and concerns, a set of policy statements regarding each land use classification was formulated. This element is intended to serve as a policy guideline to form the context within which specific land use designations and decisions may be made in the future.

The first step towards implementation of the land use policies is incumbent on the City. A comprehensive land use study should be undertaken to determine the present uses on lots and parcels throughout the entire city.

Secondly, existing conditions will be compared with the existing zoning classification for each site. Discrepancies are anticipated as, for example, various areas found to be predominately single-family in nature may be zoned for multi-family residential uses.

At that point the policy guidelines provided by this element of the Comprehensive Plan should be applied in resolving the apparent discrepancies. Rezonings and amendment of the zoning ordinance may be the recommended courses of action, which the City Planning Commission and City Council will eventually decide upon. The desired result is for a system of land-use designations more accurately reflecting existing land uses, apparent trends, and the policy directions identified in this document.

Following is a listing of the major land-use issues identified as a result of analysis made in the preparation of this element.

ISSUES

Residentia1

- 1. The problems of intrusion of incompatible land uses into residential neighborhoods.
- 2. The potential for a more varied mix of housing types and densities throughout the City.
- Poorly located high-density residential developments vis-a-vis transportation routes, utilities and services, recreation, commercial services, etc.
- 4. The potential for increased in-fill residential development.

Commercial

1. The appropriateness of allowing certain light-industrial activities in general commercial areas.

- 2. The intrusion of incompatible commercial activities into predominately residential areas.
- 3. The potential for neighborhood-serving commercial activities to be located in or near residential neighborhoods.
- 4. The problems (e.g. traffic congestion, excessive signage) associated with strips of commercial uses radiating out from Interstate highway interchanges.
- 5. The problems of internal access and aesthetics associated with strips of individually designed commercial establishments, especially along major arterials.
- 6. The significance of existing and proposed circulation patterns regarding the location of commercial developments.

- 1. The underutilization of industrial park lands that are fully improved and served.
- The grouping together, under the same land-use designation, of sometimes incompatible and quite different light- and heavy-industrial activities.
- 3. The difficulty that residential uses can cause in industrial areas for the normal operation and expansion of legitimate industrial activities.
- 4. The large amount of industrially designated land in the City which fails to concentrate or direct industrial growth into the best-suited sites, e.g. industrial parks.
- 5. The underutilized potential of reusing/rehabilitating existing industrial buildings and facilities.
- 6. The appropriateness of "development reserve" areas for future industrial expansion, particularly for industrial parks.

GOALS

Residential

- To maintain and promote structurally sound and visually pleasing housing units located within well-established, cohesive residential neighborhoods.
- 2. To attempt to provide every citizen the opportunity for safe, sanitary, and decent housing.

Commercial

1. To provide opportunities for commercial development that will

- encourage economic stability and will help to increase the local tax base.
- 2. To promote cohesive commercial centers and developments with coordinated access and design.
- 3. To promote compatible commercial activities in the vicinity of residential neighborhoods and developments.

- 1. To provide the opportunity for industrial development that will encourage economic stability and growth, and help increase the local tax base.
- 2. To promote industrial development in a rational and planned manner offering appropriate accessibility and services.

POLICIES

Residential

- 1. The City should promote the preservation of existing residential neighborhoods by protecting against the intrusion of land uses incompatible with a neighborhood's character.
- 2. The City should encourage a broad range of housing types, styles, and densities throughout the City.
- 3. High-density residential development should be located within reasonable distance to transportation routes, utilities and services, commercial supporting services, recreational facilities, and schools, etc.
- 4. The City should explore methods of promoting residential in-fill development.

Commercial

- 1. The City should promote the inclusion of compatible light industrial uses in appropriate commercial zones.
- 2. Commercial activities that do not directly support the residential character of a neighborhood should be discouraged.
- 3. Neighborhood-serving commercial activities should be considered compatible with residential neighborhoods.
- 4. Commercial areas around the interchanges of Interstate Highways should be comprehensively planned and developed to avoid the creation of strips of commercial uses radiating out from the interchange.
- The City shall promote better-designed and more mutually

- compatible developments in concentrated commercial areas.
- 6. The City should consider existing and proposed traffic patterns and their relationship with commercial activities when reviewing commercial developments.

- 1. The City shall encourage industrial development to occur in designated industrial parks.
- 2. The City shall promote industrial land-use designations based on the compatibility of industrial activity types.
- 3. The City shall pursue a program of phasing out residential uses in predominately industrial areas.
- 4. The City should consider reducing the amount of land designated for industrial purposes, and encourage the relocation of new or expanding incompatible industrial activities into the resulting industrial areas.
- 5. The City shall promote the adaptive reuse of existing industrial, manufacturing, and warehouse facilities.
- 6. In order to avoid the premature designation of potential industrial zones, the City shall consider designation of development reserve areas.

IMPLEMENTATION STRATEGIES

Residential

- The City shall carry out strict enforcement of residential codes and ordinances in an effort to avoid potential neighborhood deterioration.
- 2. In considering conditional use permit, variance, and rezoning applications in residential areas, the City shall consider the potential impacts on neighborhood stability.
- 3. The City should encourage the down-zoning of over-zoned residential areas. For example, R-2 zoned areas of predominately single-family character might be down-zoned to R-1, or the appropriate single-family designation.
- 4. The City should encourage more frequent use of planned development provisions in an attempt to provide a wider variety of housing types. This includes cluster and zero-lot-line developments, as well as other innovations. In addition, the Department of Planning and Community Development should revise the "planned development" ordinances to make them easier to understand and use.
- 5. In conjunction with a comprehensive revision of the City's

zoning ordinance, consideration shall be given to formulating a set of density-based residential land-use designations, perhaps based on the dwelling units-per-acre concept.

- A set of uniform administrative review standards (based on access to transportation, services and utilities, commercial services, recreational facilities, schools, etc.) should be developed for use in reviewing major high-density residential development, planned development, and rezoning applications.
- 7. City Planning and Community Development staff should attempt to identify available, developable residential parcels for in-fill development with availability of services, and be able to present this information to potential developers and the general public.
- 8. Under proposed density-based residential zoning, density bonuses could be awarded for "in-fill" residential development. "In-fill" would have to be defined, based both on target area and physical characteristics.
- 9. The City should consider implementing a reduced building permit fee schedule for qualified "in-fill" development. Different target areas could provide varying percentage reductions. "In-fill" would have to be defined for implementation purposes.
- In order not to give preferential treatment to undeveloped areas requiring full improvements, the improvement district financing legislation supported by the City should be written to provide the same advantages for "in-fill" development within the City limits which may require fewer public improvements.

Commercial

- The City should consider implementation of more performance-based, rather than prescriptive, commercial land-use designations in order to permit the mixture of a variety of compatible activities which may presently be segregated under the present zoning system (e.g. some light industrial uses in general community areas).
- 2. The City should study the appropriateness of all commercially designated areas within predominately residential neighborhoods. It may be appropriate that some areas be expanded, others reduced, and some eliminated. Only those areas deemed as potentially serving the surrounding neighborhood should be supported.
- 3. The Department of Planning and Community Development should consider establishing a more limited neighborhood commercial designation in the zoning ordinance. This designation should be applied to those areas indentified in Strategy No. 2 above as appropriate sites for neighborhood commercial. The more limited designation would allow only such small commercial enterprises as would be necessary for the surrounding neighborhood, such as groceries, bakeries, etc. Location and site design requirements should accompany these provisions to ensure residential compatibility.

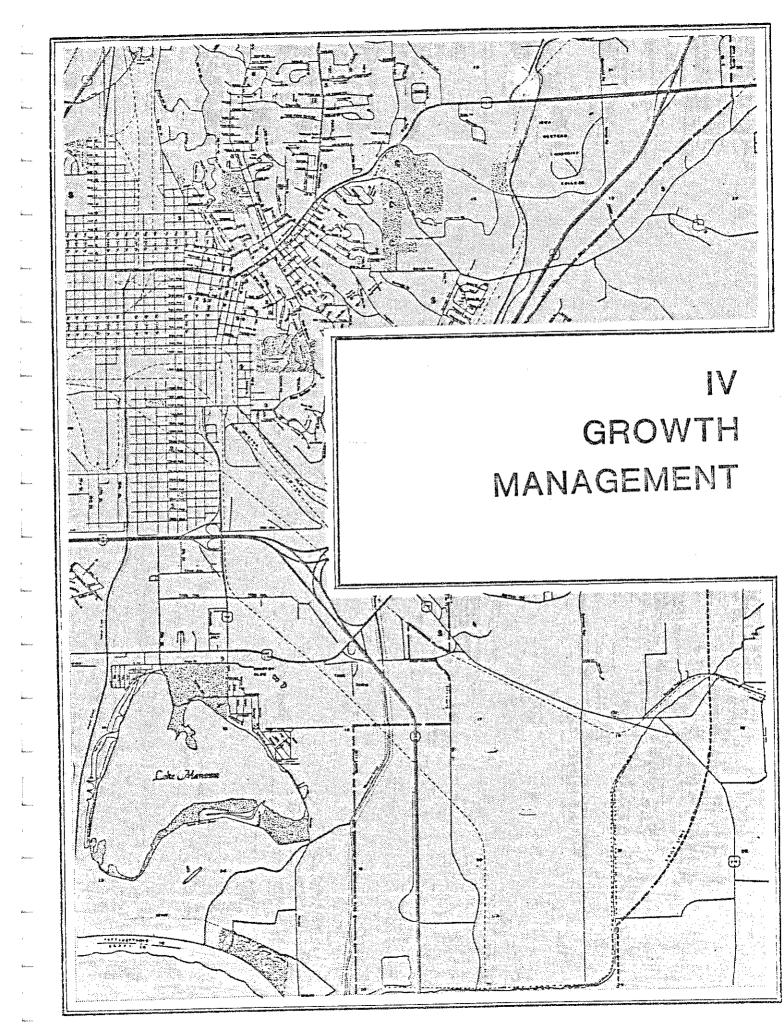
- 4. The Department of Planning and Community Development should consider establishing an "Interstate Commercial" land-use designation responsive to the peculiarities of commercial areas adjacent to the interchanges of Interstate highways. Improved traffic circulation and promotion of "planned" developments should be the primary concerns to avoid the problems associated with the strip commercial developments presently occurring at these locations.
- 5. For both "Interstate" and general commercial areas, the "planned development" approach should be more actively promoted. The City should consider revising the "planned development" ordinances to make them easier to understand and use. In addition, the Department of Planning and Community Development should consider revising and broadening the applicability of the "planned development" ordinances to encourage their use for both large- and small-scale commercial developments. Joint reciprocal access and parking provisions should be included in these efforts.
- 6. The City shall promote planned development of large commercial parcels or areas, rather than individually designed, and potentially incompatible, commercial establishments.
- 7. The City shall place a high emphasis on consideration of circulation patterns, congestion, and traffic safety when reviewing proposed commercial developments.

- 1. The City should be able to provide industrial establishments wishing to relocate, expand or build new facilities with detailed information regarding the benefits of locating in already designated and improved industrial parks. Such information might include: Land costs, service and utility costs, graphic representations of sites, cost comparisons with nondesignated/improved industrial areas, etc.
- 2. The City should consider establishing more refined industrial landuse designations, based on the comparative performance of industrial activities. Performance could be gauged by criteria relating to noise, odors, equipment and service vehicles, transportation access needs, utility comsumption demands, etc. Through this process, such designations as heavy industrial, industrial park, railroad industrial, and light manufacturing could be created.
- 3. The City should attempt to enforce more stringently relevant nonconforming use provisions which have the effect of discouraging the expansion or continuation of residential activities in predominately industrial areas.
- 4. The Department of Planning and Community Development should undertake a study of industrially designated land within the City to determine such items as the following: availability of services and utilities, transportation access, and proximity to incompatible uses. Based on this information, the best-served, most accessible, and least incompatible lands should remain in their industrial designations.

Other, less ideal lands should be considered for redesignation for other uses.

- The Department of Planning and Community Development should inventory the existing vacant industrial and manufacturing buildings/facilities and land which could be candidates for adaptive reuse by new or relocating industries. This information could be available, both at the Department of Planning and Community Development and the Chamber of Commerce, for dissemination to industrial firms and other interested parties.
- 6. The City should identify, in conjunction with a vacant building/land inventory, the financial incentives available for reuse and rehabilitation, such as industrial revenue bonds, tax abatement, Urban Development Action Grants, historic building investment tax credits, etc.
- 7. For those areas of the City identified as potential industrial expansion areas, existing "agricultural" designations should be retained. Future redesignation to some "industrial" classification should be considered at such time when existing industrially designated and is approaching full build-out.

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GROWTH MANAGEMENT

INTRODUCTION

The often haphazard consequences of city growth, especially at the city's periphery, have in recent years moved city officials to reassess the growth and development process. The environment produced by the characteristics of urban sprawl, the inefficient utilization of land, underdeveloped utility systems, and ill-planned transportation networks have caused concern for officials seeking opportunities to regulate the development process.

The use of zoning and subdivision regulations have had some effect upon controlling undesirable development. However, the impact of regulatory controls is dependent upon the commitment and enthusiasm of city officials and their supporting staff to use the control mechanisms. These controls without the supporting policy documents, such as a Growth Management Element of the Comprehensive Plan, can sometimes be perceived as confusing constraints, rather than providing direction for the growth and development process.

Therefore, it is essential in the improvement of this process, that underlying policies be adopted to offer guidelines for development. Guidelines associated with the elements of land use, utility systems, and management practices may be utilized in a manner to provide the City with a set of Growth Management policies.

The purpose of Growth Management policies is to guide city officials in making decisions resulting in a mutually agreed upon course for future growth. Arriving at this course of action requires agreement on the city's future. Direction is represented in the form of goals and policies. Goals and policies serve as a framework for implementation strategies, which should result in attaining the respective goals and policies.

Growth Trends in Pottawattamie County and Council Bluffs, Iowa (Table 1 and Figure 1)

Pottawattamie County has been unable to maintain the growth experienced during the decade from 1950 to 1960, but appears now to be somewhat stable. The 1980 Census showed a count of 86,500, a loss of 491 (.6%) from the 1970 Census.

While the county population stabilized, the City of Council Bluffs lost population for the first time in 40 years. From 1940 to 1970 the city grew at a faster rate than the county, but in 1980 the city population was 56,449, about the same as its 1960 population of 55,641.

Another major change was that densities lowered within the older part of the City of Council Bluffs, with limited growth occurring in the north part of the city (Census Tracts 301 and 302). Growth also occurred in Census Tract 304.01, located along Interstate 29 in the northwest part of the city, showing an increase of 624 persons (18.4%). The growth of this tract was related to new apartment construction during the last ten years. The other noticeable areas of increased growth were Census Tract 313, in which residential neighborhood expansion and development has occurred due to the Interstate 80

interchanges, and Census Tracts 316, 317, and 318 on the east side of the city. These three tracts gained 2,826 persons, primarily due to suburbanization and improved transportation access along Enterstate 80.

All of the census tracts in the central portion of the city, from Census Tract 304.02 through 311, have lost population. The greatest changes were in the downtown core and the areas directly east (Census Tracts 309, 310 and 311). Cumulatively these tracts lost 2,763 persons or nearly 70.9% of the city's total loss. Tract 309 was likely affected by an urban renewal project which occurred in the last decade. A special note should be made of the population loss in Census Tract 311.

The tracts commonly known as West Council Bluffs or the "West End" also lost considerable numbers of people. These losses appear, however, to be fairly even with most of the tracts losing 15 to 19% of their total populations.

During the last several years there has been growing concern regarding the pressures for suburban growth beyond the City limits, and the concomitant lack of demand for in-fill growth and development inside the City.

There has been an appreciable push for suburbanization of the County area immediately east and northeast of the City limits, as evidenced by such developments as Green Meadows, Woodhill, Wildwood and Country Knoll. This eastward growth poses several problems:

- Developments unserved by City utilities often resort to septic systems and private wells. Unhealthful conditions can result as untreated sewage can infiltrate the groundwater table, surface on residential hillsides and/or contaminate surface waters.
- 2) Sprawl-type development is considerably more costly to develop than contiguous or in-fill development. This is due to the much higher utility construction costs associated with these developments. Not only is extension of City utilities expensive during construction, for those developments that hook up with City utilities at a later date (e.g., upon annexation), the cost is even higher. This is due to the need to place sewers and water lines in already constructed streets, inflation, and the requirements for utility easements.
- Growth in, and annexation of, areas outside the existing City limits requires public expenditures, utilities, police and fire protection, schools, etc., while already-improved and more efficiently served lands within the City are bypassed. "In-fill" development usually requires little or no further public improvement, and is located within established public service delivery systems.

In the face of a limited tax base, the City cannot afford to forego in-fill development opportunities. With a comparatively small additional increment in service costs, the City has a better chance of increasing its net tax revenues with in-fill. Peripheral lands yield no City tax revenue until annexed, and

the cost of providing City services to an annexed area is often exceeded by its contribution to tax revenues.

Development in Lewis and Garner Townships is not the only competition that Council Bluffs faces. Even greater competition in the metropolitan housing market comes from suburban Omaha. Due to Nebraska's liberal Sanitary Improvement District (SID) laws, suburban growth in that state is afforded competitive advantages over development in the central city or neighboring communities. Briefly, SID's enable developers in areas peripheral to a Nebraska city to provide sewer, streets and other improvements to a subdivision by establishing a public agency capable of floating "municipal" bonds to finance these development costs. In so doing, a developer's front-end expenditures are greatly reduced in comparison with conventional development inside city limits. Similar Iowa legislation would help to eliminate this competition for Council Bluffs. Learning from difficulties in the Nebraska experience, the City supports a "subdivision improvement financing" mechanism that would also be applicable inside city limits, and would be implemented through city government, instead of the courts. With this mechanism, it is hoped that Council Bluffs would be able to recapture a portion of the metropolitan housing demand currently being met in suburban Omaha.

It is readily apparent that Growth Management is a concern of both local and metropolitan scale, involving a myriad of issues. This element of the Comprehensive Plan is designed to provide policy guidelines and implementation strategies for City decision-makers as they face issues of growth management, both those identified in this element and others that may arise in the future.

ISSUES

- 1. The tax-base and utility-problems associated with "leapfrog" development outside of City limits.
- 2. The potential for and role of future annexations to the City of Council Bluffs.
- 3. The potential for in-fill development on already improved vacant lands within the City of Council Bluffs.
- 4. The protection of prime agricultural lands from premature conversion to urban uses.
- 5. The preservation of open space and significant environment features within and adjacent to subdivision developments.
- 6. The role that growth management should play in effectuating the noise-abatement programs of the Airport Noise Control and Land Use Compatibility (ANCLUC) Plan.
- 7. The potential for establishing and enforcing minimum subdivision-design standards.
- 8. The problems of uncoordinated transportation routes among subdivisions and the potential for a master street plan.

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- 9. The problem of strip residential development along collector streets, which often landlocks interior parcels.
- 10. The potential for increased use of planned residential developments as compared to conventional subdivisions.

GOALS

- 1. The City shall attempt to achieve a more compact distribution of residential, commercial, and industrial land uses within existing City limits before encouraging peripheral growth.
- 2. The City shall attempt to coordinate new subdivision and development design with that of the city as a whole.
- 3. Community growth should be encouraged in areas already served, or easily served by an existing infrastructure of public utilities, commercial and service establishments, and human services.

POLICIES

- 1. The City shall control the scattering and premature platting of lots beyond the effective operating range of existing public utilities and improvements.
- 2. The City should promote growth within existing City limits and in those areas adjacent to the City limits where development would be fully served by City utilities.
- 3. The City shall encourage appropriate annexation.
- 4. The City shall promote development of vacant land located in areas capable of providing the full range of public and commercial services, such as public utilities, transportation, schools, and shopping facilities.
- 5. The City should avoid the premature conversion of agricultural lands within its two-mile extraterritorial subdivision jurisdiction.
- 6. The City shall attempt to assure that changes in densities and land uses be consistent with the protection of open space and respect the distinct environmental features and physical constraints of the region.
- 7. The City should follow the ANCLUC Plan recommendations regarding growth of the City's immediate periphery and annexation policies.
- 8. The City shall promote sound and harmonious subdivision development by establishing minimum standards for subdivision design and consideration.
- 9. New subdivisions and other residential developments, both within and beyond City limits, should be developed consistent with a city street/access plan.

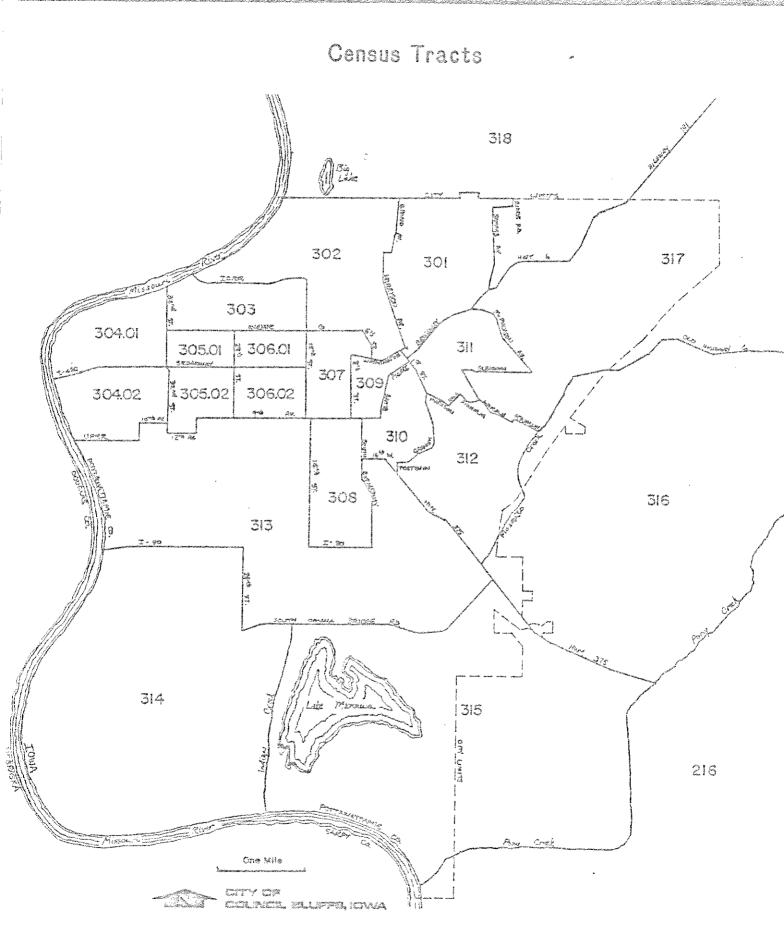
- 10. The City should discourage strip development of residential subdivisions along collector streets in order to avoid landlocking interior parcels of land.
- 11. The City shall encourage planned developments over conventional subdivisions when feasible.

IMPLEMENTATION STRATEGIES

- The City should only approve subdivision and parcel split applications within or beyond City limits, that intend to be served by City water and sanitary sewer, and be paved to City standards.
- 2. The City should not solely bear the cost to finance the extension of water and sewer to annexable development areas beyond the City limits. Prior to final plat approval the City should negotiate an annexation agreement with the developer which would include the cost sharing arrangement for utility extensions.
- The City shall support legislation that would authorize subdivision improvement financing by self-taxing improvement districts. This would help reduce the competitive advantage that Nebraska currently holds over Iowa and Council Bluffs concerning residential developments because of the S.I.D. Laws. The Iowa legislation should be applicable both within and beyond City limits, and would be regulated by the City, not through the courts. The net effect is anticipated as an increase in housing starts in Council Bluffs.
- 4. The City should explore the possibility of requiring property owners beyond City limits to dedicate "annexation easements" in exchange for extension of City improvements and utilities. Such an easement would effectively require a property owner to agree that, upon an adjacent "voluntary" annexation petition, he would join the annexation. Parcel splits of thusly encumbered properties would be required to respect these "easements," as well.
- 5. The City should encourage appropriate "voluntary" and "involuntary" annexation requests where they are proposed and petitioned by property owners adjacent to the City.
- 6. Evaluation of specific annexation proposals should consider longterm tangible and intangible benefits to the City, instead of considering solely fiscal factors which often incorrectly presume a pro-rated expansion of City government (with its attendant costs) to serve the annexed area.
- 7. The Department of Planning and Community Development should inventory those lands currently vacant and served by utilities that would be available for "in-fill" development.
- 8. Under proposed density-based residential zoning, qualified "in-fill" residential developments should be awarded density bonuses. "In-fill"

would have to be defined, based on target areas and/or specific site characteristics.

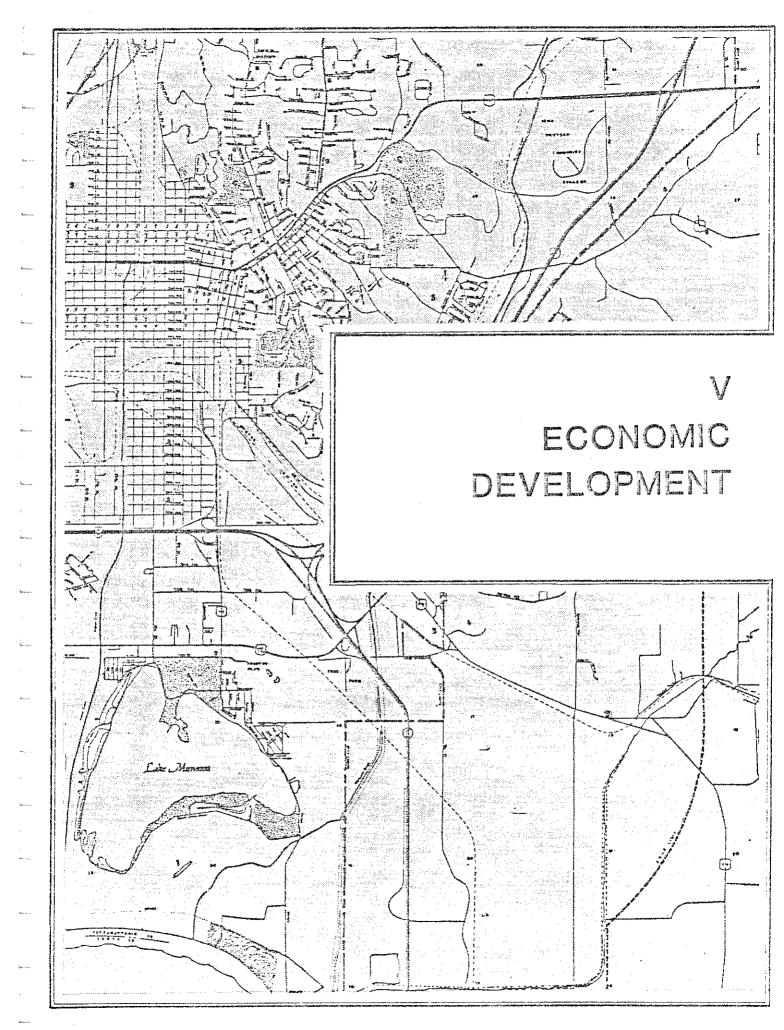
- 9. The City should consider implementing a reduced building permit fee schedule for qualified "in-fill" development. Different target areas could provide varying percentage reductions.
- 10. In order not to give preferential treatment to undeveloped areas, requiring full improvements, the improvement district financing legislation supported by the City should be written to provide the same advantage for "in-fill" development within the City, which may require fewer public improvements.
- ll. Subdivision and parcel split applications within the City's two-mile extraterritorial subdivision jurisdiction should be evaluated for their suitability for agricultural production, employing the Corn Suitability Rating (CSR) currently in use by the Pottawattamie County Planning Department.
- 12. The City should consider requiring open space easements in planned development and subdivision designs for the following reasons:
 - a) to provide residents in these developments with the opportunity to enjoy an undeveloped area of land in their own "neighborhood" for passive recreation and nature appreciation; and
 - b) to set aside lands which may encompass environmentally significant or sensitive features, such as the loess bluffs, lake shores, river- and creekfronts, stands of native trees, etc.
- The City should consider reviewing and refining its current subdivision design requirements. Minimum standards for street design, sidewalk design, access, etc., should be formulated. Under density-based zoning, density bonuses could be awarded for higher-amenity subdivisions which exceed the minimum design criteria.
- 14. The City Public Works Department should formulate an official city street/access plan. Consistent with such a plan, the City should require that right-of-way easements be dedicated and land be reserved in new subdivisions and developments.
- 15. The City should actively promote the use of planned development, cluster subdivisions, zero lot line and other innovative development approaches. Such developments often facilitate use of otherwise difficult terrain and can provide for more varied densities and housing styles. The Department of Planning and Community Development should revise and refine existing planned development ordinances to make them easier to understand and use.



Profiles of Population Change.

| TABLE 1 POPULATION CHANGE IN POTTAWATTAMIE COUNTY AND THE CITY OF COUNCIL BLUFFS, IOWA | | | | | | |
|--|-------------------------|-------------------|---------------------|---------------------------|-------------------|---------------------|
| | | | 1940-198 | - | | |
| | Pottawattamie County | Percent Change | Numerical Change | City of Council Bluffs | Percant Change | Numerical Change |
| 1940 | 66,756 | | | 41,439 | | |
| 1950 | 69,682 | 4.38 | 2,926 | 45,429 | 9.63 | 3,990 |
| 1960 | 83,102 | 19,26 | 13,420 | 55,641 | 22.48 | 10,212 |
| 1970 | 86,991 | 4.68 | 3,889 | 60,348 | 8.46 | 4,707 |
| 1980 | 86,500 | - 0.57 | - 491 | 56,449 | - 6.46 | - 3,899 |

| | COMPONENTS OF | TABLE 2 CHANGE IN PO BY TRACT 1970 | TTAWATTAMIE COU 0-1980 | NTY |
|-----------------|---------------|--|----------------------------------|-----------------------------------|
| Census Tract | 1970 | 1980 | Numerical Change 1970-1980 | Percentage Change 1970-1980 |
| 212 | 3.268 | 3.438 | 170 | 5.20 |
| 214 | 2.509 | 3,405 | 796 | 30.51 |
| 215 | 5.701 | 5.651 | - 50 | 88 |
| 216 | 4.397 | 5.528 | 1,131 | 25.72 |
| 217 | 5,714 | 5.320 | 394 | - 6.90 |
| 301 | 5.675 | 5.726 | 51 | .90 |
| 302 | 2,812 | 2.969 | 157 | 5.58 |
| 303 | 4,676 | 4,266 | - 410 | - 8.77 |
| 304.01 | 3,390 | 4.014 | 624 | 18.41 |
| 304.02 | 3,011 | 2.479 | - 532 | - 17.67 |
| 305.01 | 2,728 | 2.422 | - 306 | - 11.22 |
| 305.02 | 3,138 | 2,599 | - 539 | + 17:17 |
| 306.01 | 2,905 | 2,445 | - 460 | - 15.83 |
| 306.02 | 3,548 | 3,138 | - 410 | - 11.56 |
| 307 | 3,991 | 3,260 | - 731 | - 18.32 |
| 308 | 3.373 | 3,162 | - 211 | - 6.26 |
| 309 | 2.387 | 1.751 | - 636 | - 26.64 |
| 310 | 3,399 | 2,608 | - 791 | - 23.27 |
| 311 | 4,489 | 3,153 | -1,336 | - 29.76 |
| 312 | 2,837 | 2,882 | 45 | 1.59 |
| 313 | 939 | 1,295 | 356 | 37.91 |
| 314 | 2,630 | 3,026 | 396 | 15.06 |
| 315 | 1,981 | 1,744 | - 237 | - 11.96 |
| 316 | 3,643 | 4,464 | 821 | 22.54 |
| 317 | 2,147 | 3,042 | 895 | 41.69 |
| 318 | 1,603 | 2,713 | 1,110 | 69.25 |



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ECONOMIC DEVELOPMENT

INTRODUCTION

Economic development is the sum of public- and private-sector efforts designed to foster stability and growth in the production of goods and services within a community.

In Council Bluffs, economic development activities have been cirected towards growth over mere stability, due to the City's under-realized economic potential. Being a part of the Omaha metropolitan area provides Council Bluffs citizens many amenities and advantages not available to residents of many other lowa cities. Unfortunately, for the same reason, Council Bluffs has historically received less than its share of the metropolitan economic base. This is manifested in the relative lack of employment opportunities, wholesale establishments, corporate offices, industrial parks and assembly plants, specialty retail establishments, and many other businesses in this community. Employment statistics demonstrate that for many residents, Council Bluffs is a "bedroom community." Approximately 42% of the City's labor force commutes from Council Bluffs, principally to work in Omaha and Sarpy County.

This should not be interpreted to mean that industry and business would not find a favorable labor market if located in Council Bluffs. Council Bluffs boasts a highly productive labor force of nearly 35,000 in a state where value added per production man hour is approximately \$23.00, 17.5% in excess of the national average.

Analysis of sales statistics, however, highlights another major economic deficiency in Council Bluffs. While the dollar value of total retail sales increased by 125.6% from 1971 to 1982, inflation reduces this figure to a 4.3% decrease in sales. Of the \$409,178,000.00 in potential merchandise sales in Council Bluffs in 1982, \$160,936,000.00 worth of sales was "leaked" to other communities, principally Omaha. The highest percentage leakages are seen in the wholesale and home furnishings sectors (79.8% and 55%, respectively). No sector exhibited a surplus in sales over the estimated potential sales.

However, these leakage figures are not at all surprising, for a "suburban" community. In some sectors Council Bluffs actually fares better than a typical suburb would. Food sales and eating/drinking sales, for example, displayed only 1.8% and 6% leakages, respectively.

It should be noted that due to its location within the economic sphere of influence of Omaha, Council Bluffs is not likely to recapture its entire sales leakage. However, with data that display the percentage leakages for individual merchandise sectors, it is possible to pinpoint specific kinds of establishments for which an under-served local market exists. Entrepreneurs could utilize this information to their advantage by proposing businesses aimed at serving these under-servec local markets.

Lack of private capital investment is another economic problem facing Council Bluffs. This is commonly attributed to negative perceptions

by local and out-of-town investors, and not to a lack of demand or amenities. For the most part, demand for goods, services, office space, employment opportunities, and housing, etc., far outstrips supply in Council Bluffs, as demonstrated by the sales "leakage" data.

In addition, Council Bluffs offers many favorable assets for firms wishing to locate in this area.

Council Bluffs is located at the junction of two major Interstate freeways: I-29 and I-80, with several well-maintained interchanges. With service from several national railroads, Council Bluffs is also a major U.S. rail center. The Missouri River with its 8-8 1/2 foot depth channel barge facilities makes Council Bluffs a shipping port, as well. Council Bluffs is conveniently located for air freight and air passenger travel, with the Council Bluffs Municipal Airport and Omaha's Eppley Airfield within a short distance of downtown and all industrial sites.

Council Bluffs offers excellent public utility service, with Peoples Natural Gas, Iowa Power and Light with an electrical generation capacity of 650 megawatts, a water capacity of 17 1/2 million gallons per day, and a sewage capacity of 30 million gallons per day.

Council Bluffs is also the economic hub for a large Southwest Iowa agricultural base with strong demand for all ancillary supporting and processing facilities.

The challenge in attracting and retaining industries in Council Bluffs lies in attempting to overcome Council Bluffs's negative "Second-City" image by promoting its many assets. Overcoming the negative image would lead investors to recognize more readily that sound investment opportunities exist here.

Lastly, the potential for increased housing starts in the Council Bluffs area is under-realized. As part of a metropolitan area that experienced a 5.2% increase in population during the 1970's, Council Bluffs should have been able to capture some of the net growth. In reality, during that time period Council Bluffs suffered a 6.5% loss in population. While Council Bluffs appears to be a logical location for peripheral growth in the metropolis, points much further distant from downtown Omaha and other employment centers are being developed instead. New subdivisions are springing up in locations as distant as 150th and West Center Road. This is almost twice as far from downtown Omaha as are Council Bluffs's eastern-most subdivisions. This preference for home-building in Omaha may be due in large part to Nebraska's Sanitary Improvement District (SID) laws. These laws enable developers in areas immediately peripheral to a City to provide sewer, streets and other facilities to a subdivision by establishing a public agency capable of floating "municipal" bonds to finance these development costs. In so doing, a developer's front-end expenditures are greatly reduced. While Iowa State Code permits similar improvement districts both within and outside of Iowa cities, the City's bond counsel has found difficulty with the law and has chosen not to approve bond issues for such improvement districts for the time being. New legislation, drafted with the assistance of bond counsel advisors, could yield a more workable bonding arrangment in the future. If approved, an Iowa "Subdivision Improvement

Financing" mechanism would be more attractive than its Nebraska counterpart due in part to its applicability both inside and outside of City limits. Unfortunately, for Council Bluffs, no such mechanism currently exists to facilitate this development.

There are many variables that dictate the economic attractiveness of different cities, especially when located in different states. Some variables, such as utility and tax rates, are very difficult to change, while others, such as problems with image, zoning regulations, public expenditures, and economic development activities, can be changed through local initiative.

The ways in which a municipality enhances its economic attractiveness through local initiative are part of economic development. This element is designed to provide policy guidelines and specific implementation strategies for economic development activities within Council Bluffs.

ISSUES

- 1. The potential for streamlining development applications and processing.
- 2. The promotion of tourism and development of historic and natural resources.
- 3. The potential for more concerted and active economic development planning.
- 4. Efforts to enable the City to increase municipal revenue.
- 5. The role of downtown Council Bluffs and its future.
- 6. The provision of needed public improvements to attract industrial developments.
- 7. The potential for exploitation of the City's strategic location as a national transportation hub.
- 8. The potential for increasing housing starts inside and outside existing City limits.
- 9. The retention, expansion, and attraction of businesses and industries.
- 10. The relationship between economic development and environmental protection objectives.
- 11. The potential for construction of new first-class office space.
- 12. The potential for increasing available manufacturing and warehouse space to accommodate expanding and relocating industries.
- 13. The potential for promoting increased job training and

retraining opportunities oriented to existing City industries and firms.

14. The potential for a pari-mutual dog racetrack, and its economic impact on the City.

GOALS

- 1. Maximize economic opportunity for all citizens in the City and achieve a balanced, healthy and stable revenue base.
- 2. Strive to reduce loss of jobs to neighboring communities and add jobs to attract new people into our community.
- 3. Strive to recapture "leakages" of Council Bluffs potential sales by increasing merchandising outlets of all kinds.
- 4. The City shall assign a high priority to all economic development activities and shall support them in any appropriate method.

POLICIES

- 1. The City shall promote a program of streamlining and facilitating development applications in an effort to increase the attractiveness of Council Bluffs as a site for development projects.
- 2. The City shall pursue all available avenues to promote tourism, taking advantage of the City's strategic location vis-a-vis interstate travel and its historic and recreational assets.
- 3. The City shall more actively engage in economic development planning. The City and the Chamber of Commerce should continue to coordinate economic development with full-time professional staff assistance.
- 4. The City shall promote programs and endeavors designed to retain, expand, and attract industries and businesses in Council Bluffs.

Caution should be taken in the provision of incentives or assistance to assure that existing industries or businesses not suffer from the introduction of subsidized new competition.

- 5. As a high priority, the City shall continue to explore the feasibility of increasing municipal revenue-generating authority, in an effort to increase the City's ability to provide needed public works and services.
- 6. The City shall promote and develop its historic assets in the interests of tourism promotion and economic revitalization.

- 7. The City shall support all efforts to preserve and restore the viability of downtown Council Bluffs.
- 8. The City shall encourage the provision of necessary public improvements to existing industrial sites and parks.
- 9. The City shall continue to expand and improve external transportation linkages of all modes.
- 10. The City shall help to stimulate private investment in the local housing industry.
- 11. The City shall encourage the improvement and redevelopment of existing commercial and industrial areas.
- 12. Environmental quality and economic development shall be balanced in municipal decision-making.
- 13. The City shall encourage the creation of a coordinating linkage between public and private employers and training institutions.
- 14. The City shall study the feasibility of supporting a pari-mutuel dog racetrack and its possible location.

IMPLEMENTATION STRATEGIES

- 1. The City shall develop a development procedures manual to be available to developers and the public. This manual will help expedite the land development process by acquainting the public with the necessary administrative processing and approval steps.
- 2. The City Planning Commission shall consider additional meetings when necessary to facilitate problem cases in a timely fashion or large numbers of development requests.
- 3. Likewise, the Zoning Board of Adjustment shall consider additional meetings when necessary to facilitate problem cases in a timely fashion or large numbers of development requests.
- 4. The City shall support efforts to establish a tourist information center, tentatively at the Rock Island Depot, to enable out-of-town visitors to acquaint themselves with the City's points of interest, historic assets, and recreational opportunities. Given Council Bluffs's strategic location at the junction of I-80 and I-29, freeway signage should be arranged to promote the tourist information center.
- 5. City staff should work closely with the Heritage Preservation Commission, the Historical Society, the Tourism and Promotion Commission, the Chamber of Commerce, and other local organizations to assist the development of the City's historic assets,

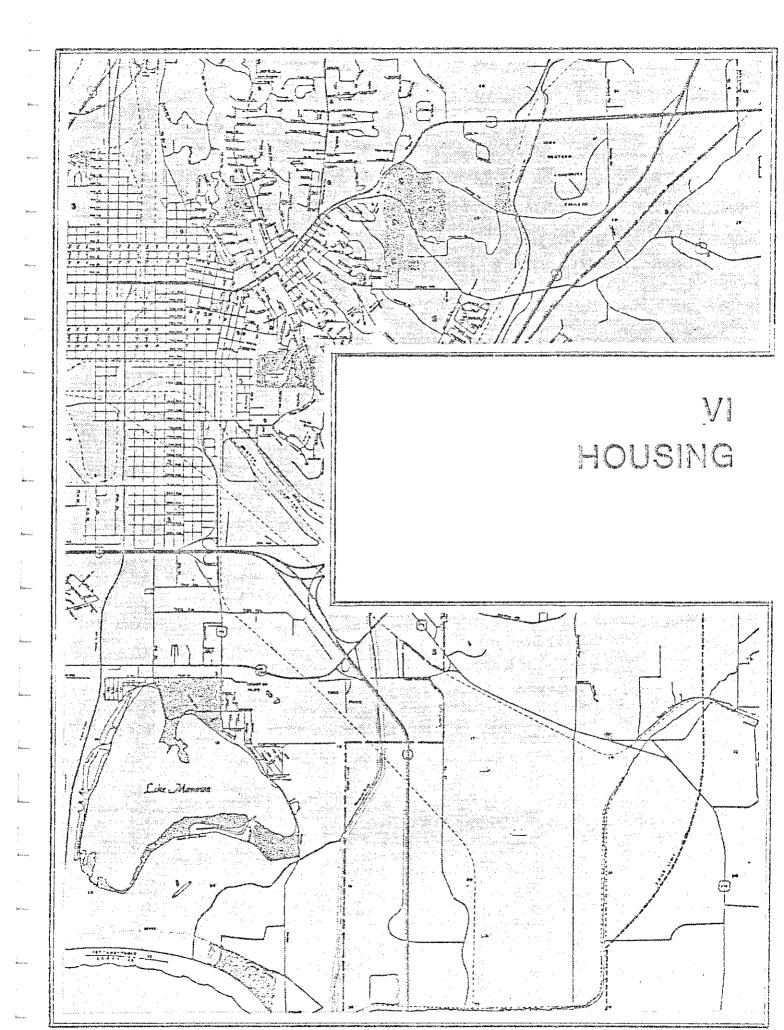
promotion of its historical significance (railroad terminus, Mormon headquarters, Lewis and Clark encampment and council with the Indians, etc.), and promotion of its natural and recreational resources (Lake Manawa, loess bluffs, Missouri River, etc.).

- 6. Economic development shall take on a high priority in the Department of Planning and Community Development, with a full-time, professional staff member assigned to economic development planning. In addition, other staff members shall be familiarized with economic development incentives and programs available to the developers of individual projects. Staff should be able to identify projects that may be eligible for such programs and direct the developer to the appropriate key offices or staff members for assistance regarding specific programs or benefits.
- 7. The City shall continue to lobby the State Legislature to approve local-option taxation. This would enable Iowa communities to increase their ability to generate municipal revenue.
- 8. The City shall assume an active part in and support the Legislative Action Committee of the Chamber of Commerce in its pursuit of specific state-level tax reform proposals aimed at providing more capital for investment in Iowa jobs.
- 9. All relevant City offices shall actively promote the restoration and viability of downtown Council Bluffs. All downtown projects shall be identified for potential use of available financial incentives.
- 10. Close ties with the media should be maintained to disseminate information to the public about incentives and programs available for downtown development and of the City's commitment to a healthy downtown.
- 11. A set of development standards shall be formulated and enacted for the "C-4 (Downtown Business District)" core area. These standards shall proscribe minimum site and architectural amenities, designed to accommodate the pedestrian-oriented commercial environment sought for downtown Council Bluffs. The existence of minimum design standards will help foster a sense of security and stability for potential downtown investors.
- 12. Other existing commercial and industrial areas of the City shall also be promoted by City staff for reinvestment, using all available redevelopment incentives when appropriate.
- 13. Future land-use and zoning designations should reflect concerns for inclusion of compatible light-industrial uses in commercial zones.

- 14. When appropriate, the City shall encourage the use of Self-Supporting Municipal Improvement District (SSMID) powers to enhance the Central Business District and other commercial areas.
- 15. In an effort to promote existing industrially zoned land and industrial parks, these areas should be earmarked for preferred public improvements expenditures (sewers, street widening, etc.)
- 16. Expansion and improvement of interstate-arterial transportation connections should receive a high priority in capital improvements budgeting (for example, collector from N. 16th to N. 24th Street, and S. 24th to I-80/I-29).
- 17. The City shall attempt to secure State Highway Department approval to allow freeway logo signage on Interstate Highways located within the City limits.
- 18. The City shall continue to encourage the expansion and improvement of the Council Bluffs Municipal Airport to increase its general aviation capacity and promote its industrial use.
- 19. City staff shall work with the Chamber of Commerce and other agencies, as appropriate, to promote Council Bluffs as a transportation hub, due to its major interstate freeways, railroads, the Missouri River, and major and executive airports.
- The City shall continue to provide assistance in housing rehabilitation programs. In addition, City staff should work with other interested parties to review and recommend any property tax revisions which might encourage housing rehabilitation and reinvestment.
- 21. The City shall continue to work with other agencies in the development of an informational and promotional campaign to attract new industries, businesses and firms to Council Bluffs.
- 22. The City should develop an area marketing plan to assist and encourage business firms desiring to expand and locate in Council Bluffs. The plan would detail unmet market demands and address the income and lifestyles of Southwest Iowa.
- 23. The City should work with the Chamber of Commerce in researching, compiling, and revising data and information important to existing and new business enterprises and provide this material on a confidential basis, when necessary.
- 24. The City shall attempt to work with the Chamber of Commerce and local vocational and educational institutions in developing programs that link job training with stable and

permanent job placement within the City's economy.

The City should undertake a feasibility study regarding the location, support costs, and economic benefits of a pari-mutuel dog racetrack in Council Bluffs. If anticipated long-term economic benefits, due to tax revenue and the economic multiplier effect, outweigh the costs that could be incurred by the City in providing required services, the City should support and assist a racetrack in Council Bluffs.



HOUSING

INTRODUCTION

Review of Demographic and Housing Trends 1970 - 1980.

Building permit data from 1971 to 1980 shows a wide range in the amount of construction activity for this period, with the peak in multi-family construction occurring in 1974 with 423 units built, valued at \$3,764,000, and a low in 1979 of 7 units built, valued at \$31,307. In single family construction, the peak occurred in 1979 with 151 units built, valued at \$3,095,318; the low occurred in 1974 with 44 units valued at \$726,333. Overall during the ten-year period, multi-family construction increased by 3.2% and single-family increased by 9.1%.

The census data from 1970 to 1980 shows an 11.1% increase in the total number of housing units, with 19,750 units in 1970 and 21,949 units in 1980. During the same period population declined by 6.5%, indicating a decline in the number of persons per household from 3.13 to 2.67.

Census data also shows that of the housing units in 1970, owners comprised 71.6% and renters 28.4%; while in 1980 the units were 68.2% owner occupied and 31.8% renter-occupied, an increase of 3.4% in renter occupied housing since 1970.

Owner-occupied housing values have increased dramatically since 1970, from a median value of \$12,500 to a 1980 median of \$30,100. Likewise the median monthly rent has increased from \$80 in 1970 to \$175 in 1980. Relative to housing value increases, dramatic changes also occured in family income from 1970 to 1980. Those families with incomes of \$14,999 or less have decreased by 78.7%. The most noticeable increase was in the number of families in the income range of \$25,000 to \$40,000 with an increase from 1970 to 1980 of 92.8%.

The median age of the population has increased from 26.7 years old in 1970 to 30.4 years in 1980. The largest changes have occurred in the number of persons 14 years old and younger, with a decline of 34.1%. The largest increases have occurred in the number of females 75 years and over (19.4%), and the number of males between 20 and 24 years old (22.5%).

With regard to the needs of families and the elderly for assisted housing units, approximately 400 large and small families are currently on the Section 8 waiting list, and approximately 40 elderly persons are on the elderly waiting list.

ISSUES

The following have been identified as the most prominent housing-related issues, in response to which this element includes policies and implementation strategies.

1. The potential for continuing and expanding the housing programs aimed

at meeting the City's low-income, minority, elderly, and handicapped populations.

- 2. The promotion and preservation of single-family neighborhoods.
- 3. The provision of a diversity of types, kinds, styles, prices, densities, and quantities of housing within the City.
- 4. Residential in-fill development versus development at the City's edge.
- 5. The City's relatively disadvantaged residential development scenario in the metropolitan market vis-a-vis Nebraska's S.I.D. laws that allow developers there to incur lower front-end expenditures and reduced long-term financial risks.
- 6. The potential for an increase in the quantity and variety of housing available in and near the Central Business District, and the potential for residential development as a component of the Downtown Redevelopment Plan.
- 7. The role that "mobile homes" or "manufactured housing" should play in serving the local housing demand, and the City's role in permitting and regulating their placement, ensuring their quality, etc.
- 8. The potential for achieving an increase in energy efficiency in the housing stock.
- 9. The increasing demand for development in the bluffs and its attendant environmental problems. Ways in which the City might more closely regulate bluffs development to avoid these problems.

GOALS

- 1. The City shall attempt to ensure that all citizens of the community have safe, sanitary and decent housing regardless of income, age, race, or ethnic background.
- 2. The City shall place a high priority on the preservation and promotion of cohesive single-family neighborhoods.
- 3. The City shall plan to provide for a more varied mixture of types, kinds, styles, price, density and quantity of housing. Consonant with this objective, the City shall remain open to flexible and innovative residential development requests.

POLICIES

- 1. The City shall encourage the rehabilitation of the existing housing stock for low- and moderate-income households.
- 2. The City should encourage, wherever feasible, a planned approach to residential development with a variety of lot sizes and housing densities.

- 3. The City should promote in-fill residential development within existing residentially developed areas. Such in-fill developments should be designed to respect the integrity of the existing neighborhoods.
- 4. Housing of mixed densities should be actively promoted in the areas peripheral to the Central Business District.
- Recognizing that factory-built and manufactured housing are affordable viable alternatives to site-built housing for many individuals, the City shall promote housing types that meet the construction standards adopted by applicable State and City codes.
- 6. The City shall continue utilizing the Uniform Building Code, and encourage the orientation and revision of building-related codes toward performance standards.
- 7. The City should consider providing incentives to developers for building rental housing.
- 8. The City shall actively pursue the minimum maintenance of residential properties in an effort to curb neighborhood deterioration.
- 9. The City shall more actively promote energy conservation in residential construction.
- 10. The City shall support state legislation that would aid in the financing of residential subdivision developments in such a way as to be competitive with the Nebraska S.I.D. provisions.

IMPLEMENTATION STRATEGIES

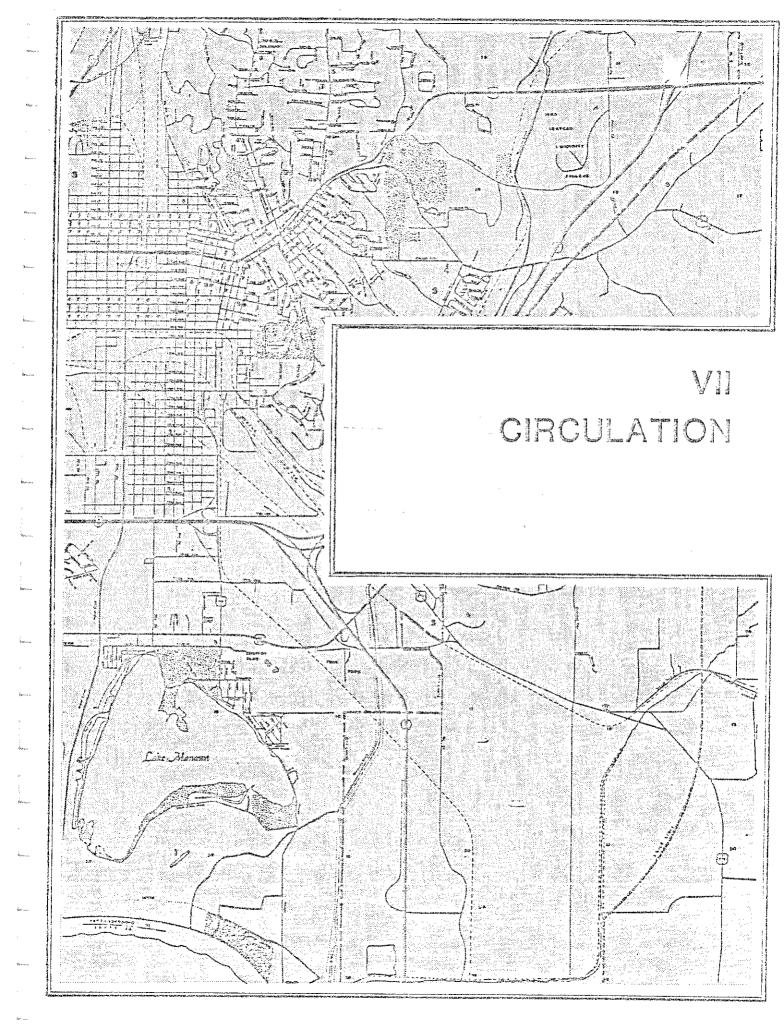
- 1. Through the provisions of the yearly reviewed "Housing Assistance Plan," the City shall continue to assist low- and moderate-income households in enjoying safe, sanitary, and decent housing.
- 2. The City should more actively encourage the use of planned development, cluster subdivision, zero lot line, condominium, and manufactured housing provisions. In order to increase the attractiveness of these provisions, unnecessary administrative obstacles (such as processing delays) should be overcome to the greatest extent possible. In addition, the Department of Planning and Community Development should revise and simplify relevant ordinances.
- 3. The City should consider implementation of performance-based residential zoning provisions, based on such things as lot coverage, open space, density, average height, etc.
- 4. City Planning and Community Development staff should attempt to identify available, developable residential parcels for in-fill development with availability of services and be able to present this information to potential developers and the general public.

- 5. Under proposed density-based residential zoning, density bonuses could be awarded for "in-fill" residential development. "In-fill" would have to be defined, based both on target areas and physical characteristics.
- 6. The City should consider implementing a reduced building permit fee schedule for qualified "in-fill" development. Different target areas could provide varying percentage reductions. "In-fill" would have to be defined for implementation purposes.
- 7. In order not to give preferential treatment to undeveloped areas, the improvement district financing legislation supported by the City should be written to provide the same advantages for "in-fill" development which may require only some public improvements.
- 8. A set of performance-based design criteria should be formulated to be applied to "in-fill" development. Performance could be based on criteria relating to lot coverage, average height, average setbacks, parking location, etc., with the objective of reducing potential negative visual impacts on existing neighborhood character.
- 9. The Department of Planning and Community Development should inventory downtown land available for residential development of varying densities, to be made available to potential residential developers.
- 10. The City should consider creating a new downtown residential zone that would be applied in and around the Downtown Business District and have less strict restrictions (height, ground coverage, setbacks, etc.) than regular R-3 zoning.
- 11. Under the implementation of a reduced building permit fee schedule for "in-fill" development, Central Business District and near-Central Business District development should receive highest priority for fee reduction.
- 12. The City will continue to allow manufactured housing in all residential zones as long as it meets all applicable City construction standards/codes. Such codes should be more performance-based to accomodate innovative development. Recent revisions of the Uniform Building Code are becoming more performance-based, and should be adopted.
- 13. Mobile homes in mobile home parks should be regulated by the State of Iowa in every respect.
- 14. The City should continue to perform the rehabilitation of substandard housing units, as well as preventive measures and inspections. This will aid to prevent the decay and deterioration of established neighborhoods, in addition to providing increased housing opportunities for the City's low- and moderate income families.
- 15. The City should explore possible incentives to promote rental housing. Density bonuses could be used if density-based resi-

dential zoning is instituted. Study should be made of financial and tax-related incentives that could be offered to developers of rental housing, either from the City, through the City, or directly from other agencies.

- 16. The City should attempt to implement a minimum maintenance ordinance for residential areas. Successful implementation would require more stringent code enforcement.
- 17. The Department of Planning and Community Development shall identify possible energy-conserving residential construction techniques that, in a density-based residential zoning scenario, would gain density bonuses for developers.
- 18. The City should support legislation that would authorize residential subdivision improvement financing by self-taxing improvement districts. This would help reduce the competitive advantage that Nebraska currently holds over Iowa and Council Bluffs (concerning residential developments) because of that state's S.I.D. laws. The Iowa legislation would be applicable both within and beyond City limits, and would be regulated by the City, not through the district courts. The net effect is anticipated as an increase in housing construction in Council Bluffs.

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GIRGULATION

INTRODUCTION

Circulation is the movement of people and commodities within an area. It may take many forms at the local level, including railroad, automobile, taxi, motorcycle, bus, bicycle and pedestrian travel. In addition, circulation occurs within a variety of channels or routes. Sidewalks, pedestrian crosswalks or overpasses, and bicycle paths are just as much a part of the municipal circulation system as are interstate freeways, county highways, and city arterials.

Circulation is closely related to almost all other elements of the urban environment, be they social, economic, or physical. For this reason, many other elements of the Comprehensive Plan include circulation-related concerns. This element is designed to address the more physical issues of streets and highways, pedestrian circulation, and mass transit.

A safe and efficient street and highway system is a vital necessity in maintaining and enhancing the City's economic viability and well-being. There are four major reasons that a City must continue to invest a substantial portion of its capital improvement funds into this system. They are:

- 1) reinvestment in existing pavement due to normal deterioration;
- 2) reinvestment to provide adequate capacity for future demands;
- 3) investment in new facilities to meet future development needs; and
- 4) investment in existing, developed areas where streets lack adequate improvements.

The Council Bluffs street system consists of over 300 miles of streets. Of these, approximately one-third are unpaved. Currently approximately 1.5 miles per year are being replaced, at the rate of which it will take 200 years to replace all substandard streets. Likewise, approximatley 30% of the City's 270 miles of sidewalks are in need of immediate replacement, 50% in the Central Business District. Currently the replacement rate is under 1 mile per year. An effort to complete paving of these streets and sidewalks would require a substantial commitment of capital at the expense of other projects. It is therefore necessary for the City to examine carefully all of the investment needs in the street and other systems, and develop criteria for ensuring these improvements meet the most urgent needs and yield the maximum return to the City. The goals and policies developed in this element are intended to be the plan for establishing these priorities.

ISSUES

1. The protection of residential neighborhoods from heavy traffic.

- 2. The development of street construction standards.
- 3. Comprehensive street planning.
- 4. Parking supply, demand, and potential standards.
- 5. Central business district parking and the problem of commuter parking in peripheral residential neighborhoods.
- 6. The potential for alternative mass transit service within the City.
- 7. Pedestrian circulation improvements.
- 8. The establishment of bicycle circulation routes and facilities.
- 9. The transportation needs of the elderly and disabled population.

GOALS

- 1. The City shall design and implement the circulation system to be consistent with environmental goals and policies, energy conservation, land use issues, and avoidance of air and noise pollution.
- 2. Arterial streets and expressways should be located so as to minimize the bisecting, displacing or disrupting of residential neighborhoods, school service areas, business districts, and other unified industrial or commercial areas.
- 3. Transportation planning and improvement should be correlated with the planning and development of other elements of the community, including other transportation means, public utilities, community facilities, and commercial and industrial areas.

POLICIES

- 1. The City shall attempt to protect residential neighborhoods from noise and safety problems of through traffic by providing improved collector and arterial routes and bus routes.
- 2. The City shall ensure that street standards recognize the existing character of a neighborhood, taking into account safety and maintenance, as well as land use and intensity.
- Circulation routes and facilities should be reconstructed and/or improved consistent with projected traffic volumes and land uses.
- 4. The City shall engage in comprehensive street system planning to a greater extent.
- 5. The City should study and regulate parking supply consistent

with the demands of businesses, employees, employers, and consumers.

- 6. The City should assess the feasibility of controlling parking supply in the central business district periphery to meet residential needs and discourage commuter parking.
- 7. The City should study the economic feasibility of instituting a small mini-bus line within Council Bluffs to supplant the intracity lines currently provided by Matro Area Transit.
- 8. The City shall actively encourage the improvement and provision of pedestrian circulation facilities.
- 9. The City shall more actively encourage the establishment of bicycle circulation facilities.
- 10. The City shall plan for the transportation needs of the community's senior-citizen and disabled populations.
- 11. The Public Works Department shall use good engineering practices to determine which traffic control devices are best suited for neighborhood intersections, recognizing that they may be a strong determinant of a neighborhood's character.

IMPLEMENTATION STRATEGIES

In fulfillment of the policies and needs identified in this element, intersection improvements, reconstruction of existing streets, and new street construction are principally implemented through the City's Capital Improvements Program.

- The Public Works Department shall develop a functional street classification system and map, using the following classifications for municipal streets:
 - (1) Arterial Streets:

A street that serves a large volume of vehicular traffic with intersections at grade and generally having direct access to abutting property, and on which geometric design and traffic control measures are used to expedite the safe movement of through traffic.

(2) Collector Streets:

A street that serves abutting property and carries traffic to the arterials and expressways.

(3) Local (neighborhood) Streets:

Local streets provide for local (neighborhood) traffic movement with direct access to abutting property, carry traffic from individual properties to collector and arterial streets, and shall not, by design, encourage through traffic.

- 2. Single family residential neighborhoods should be designed to include access to collector streets but should not be penetrated by arterial streets. Multi-family residential areas should be located where access can be provided by collector or arterial streets. Apartment traffic shall not be channeled past single family homes on local streets.
- 3. A program of traffic signal removal shall be considered for local (neighborhood) streets (e.g. Avenue B between 16th and 35th Streets).
- 4. Some streets currently designated as "one-way" should gradually be returned to two-way status. Such changes should occur after appropriate traffic studies have been completed.
- 5. Traffic signals and access control should be better regulated on West Broadway.
- 6. The City shall support traffic flow rearrangements that improve circulation in the Central Business District (e.g. South Main converted to two-way).
- 7. The Public Works Department shall undertake a study of traffic controls on arterial and collector streets to determine if they are consistent with their intended function, increased demand and need.
- 8. The Public Works Department shall evaluate each request for traffic controls on local streets to see that they are consistent with the functional classification map.
- 9. The Public Works Department shall issue street construction standards based on good engineering practice, and the particular needs for access and mobility of specific areas and street classifications.
- 10. The City should adopt a comprehensive, integrated parking plan that includes Central Business District parking meters, the Midlands Mall parking structure, and Central Business District periphery parking controls.
- Il. The City shall undertake a study and produce recommendations concerning alternatives to the existing intra-city mass transit service provided by Metro Area Transit.

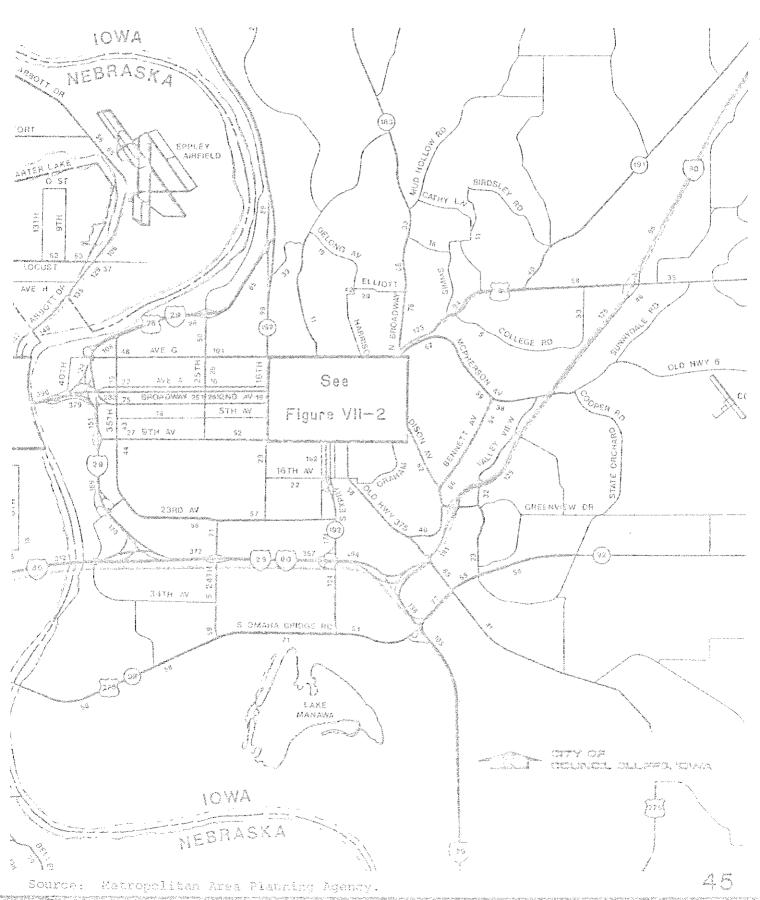
 Recommendations generated by such a study should be implemented in a timely manner.
- 12. The City should more stringently enforce existing code regulations that require sidewalk installation in all new subdivisions.
- 13. Existing subdivisions and residential areas lacking sidewalks

should be retrofitted with sidewalks according to a priority listing.

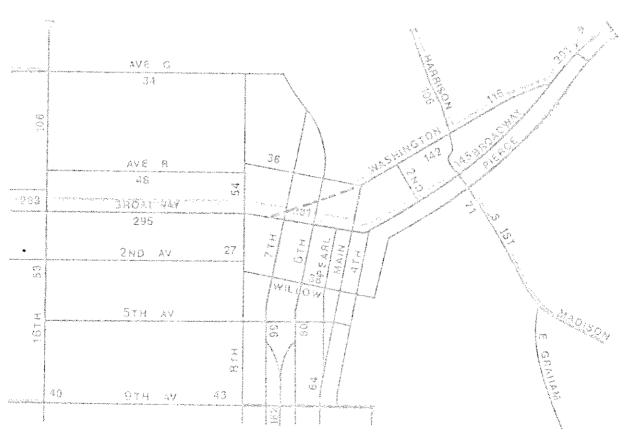
- The City should implement pedestrian circulation improvements in the Central Business District, as recommended in the "Downtown Redevelopment Plan."
- 15. School crossings should be analyzed to determine if they should be better signaled or patrolled.
- 16. The Public Works Department should work with local schools to establish a system of school-to-home walking routes.
- 17. The Pubic Works Department should initiate a bicycle route feasibility study to ascertain where and how bicycle routes may be established throughout the City.
- The City shall continue to support the Special Transit Service (STS) for the handicapped within the City of Council Bluffs.

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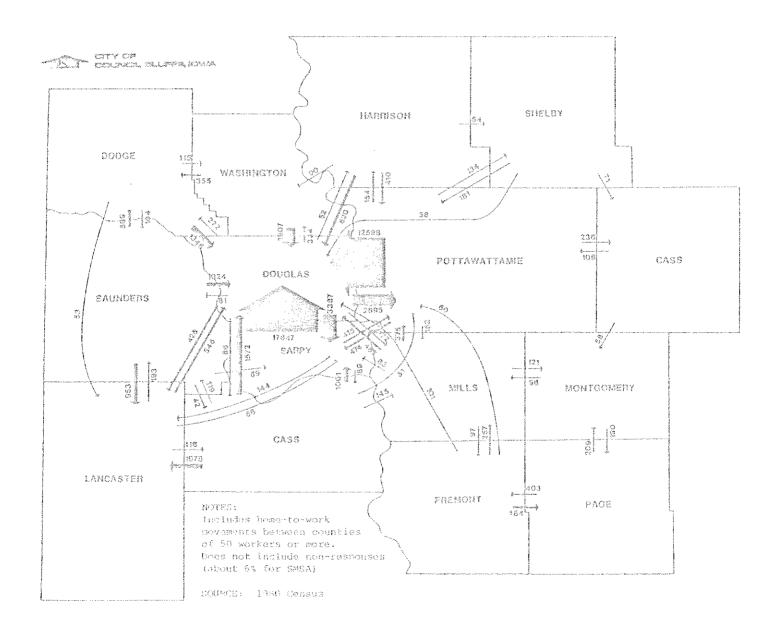
1983 Average Daily Traffic Volumes (OO's)



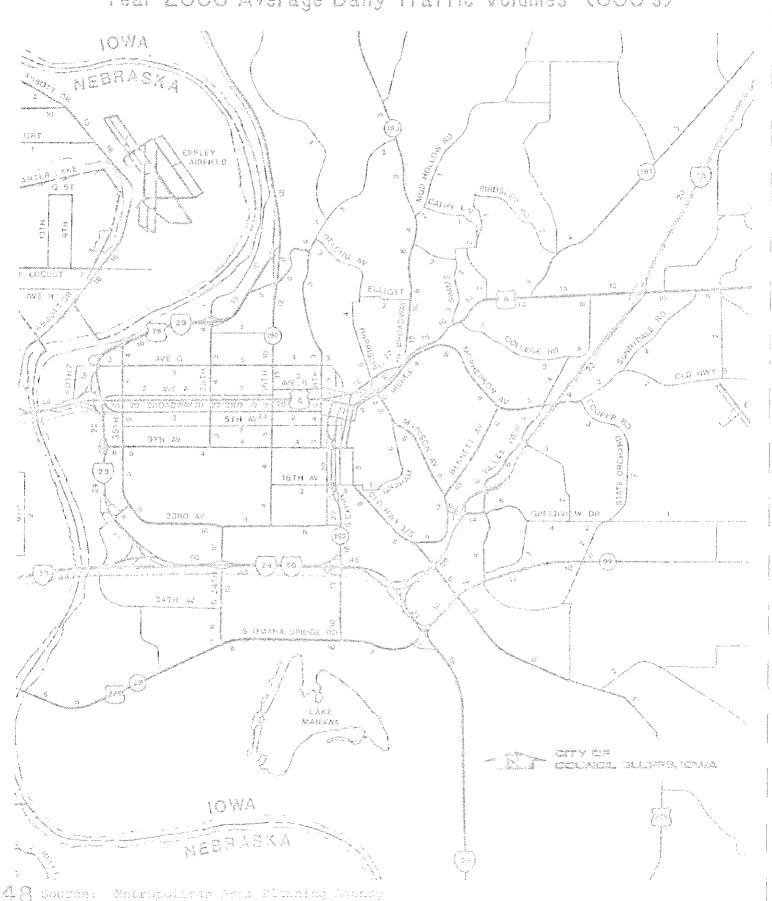
1983 GBD Average Daily Traffic Volumes (00's)



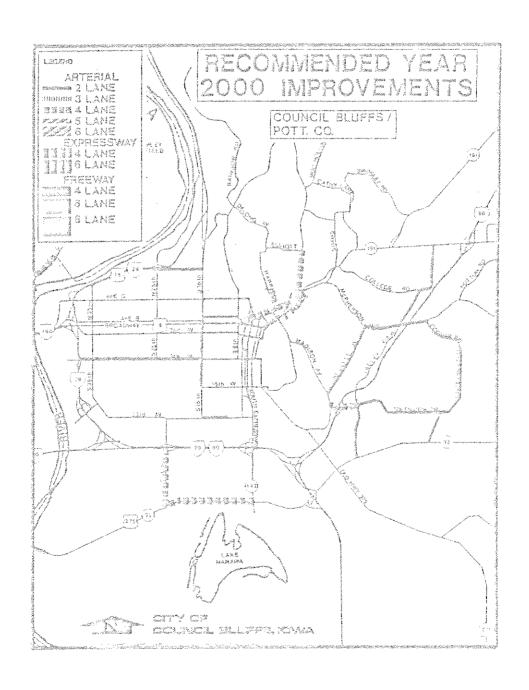
Home-to-Work Commuting Patterns



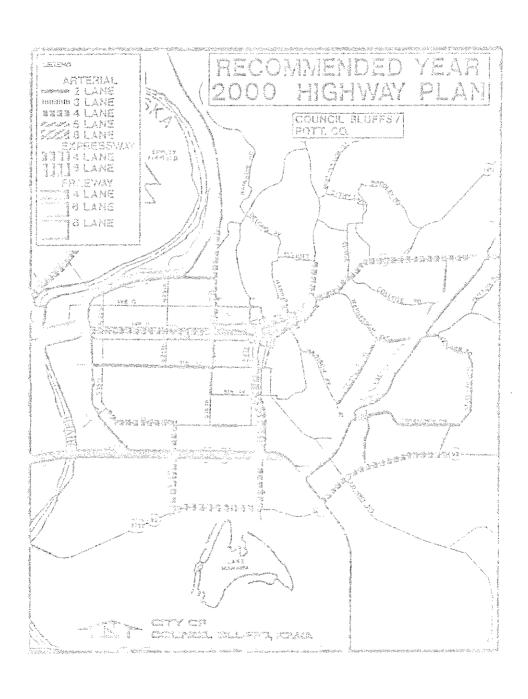
Year 2000 Average Daily Traffic Volumes (000's)

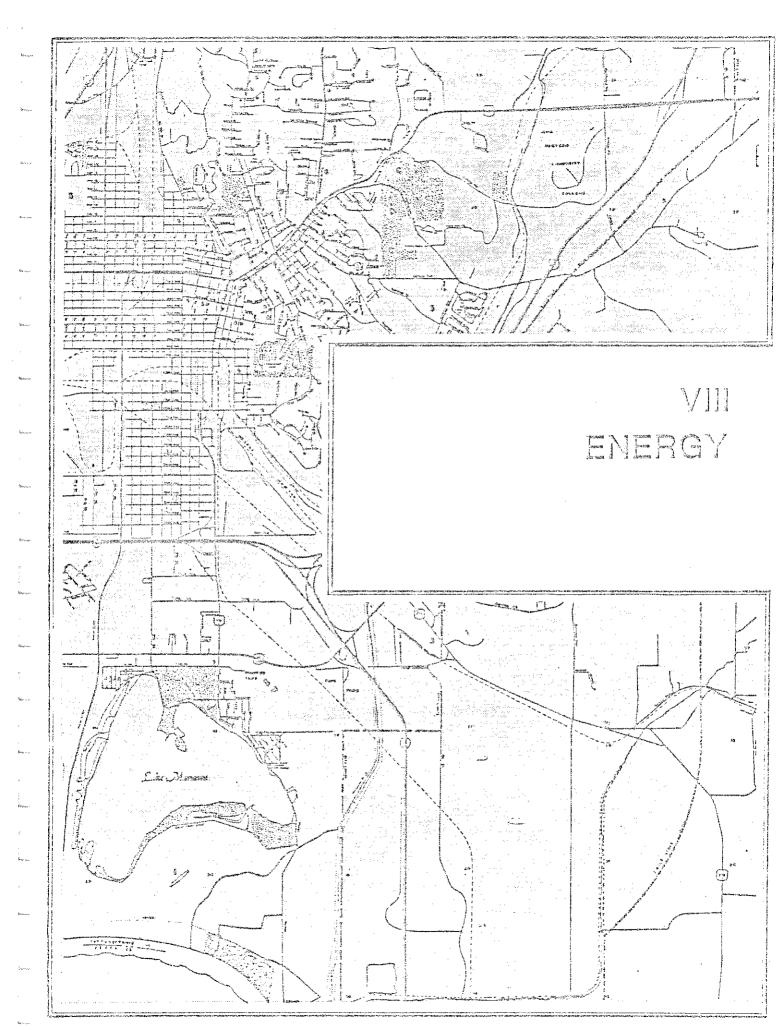


Proposed Highway Improvements



Proposed Highway Plan





ENERGY

INTRODUCTION

Energy is one of the basic components of our modern society. From the historical point of view of this industrial and technological society, the existence and availability of abundant quantities of stored energy in various forms is a significant factor in the development of a country or a region. Indeed, the growth of many Midwestern communities like Council Sluffs has been predicated on such energy-intensive industries as transportation and food processing. The historical availability of low-cost, energy, however, has resulted in wide-spread wastefulness in all sectors of our society, to the extent that the principles of energy efficiency are very such ignored in practice. This is unfortunate, since according to a recent scientific report:

Technical improvements in the efficiency of energy utilization could dramatically reduce the growth in energy consumption without incurring major economic upheaval or requiring sacrifices in living standards. In fact, a healthy economy could be maintained and economic growth continued at near-historic rates with little or no net growth in energy use.

In view of this energy situation and since an estimated 38% of the total U.S. demand for energy is consumed in the residential and commercial sectors, there is a growing interest nation-wide in planning, designing, and building communities that are more energy-efficient. Energy-efficient land use management and planning includes maximizing the amount of energy needed to neat and cool buildings, reducing energy-intensive infrastructure and construction, and decreasing the need for automobile travel.

As a result of this concern, the Energy Element has been included in the City's Comprehensive General Plan. This element is intended to establish policies and implementation measures to bring about more energy efficient use of land and buildings in Council Bluffs.

ISSUES

- Inergy consumption in the residential sector.
- Energy consumption in the commercial and industrial sectors.
- 3. Energy consumption in the transportation sector.
- 4. Energy consumption by the government and public sector.
- 5. Institutional/financial barriers to energy-conserving immovations in development.

GOALS

The City shall work, in every appropriate way, to reduce energy

community. These reductions shall be achieved by increasing the affectiveness of energy and usa, rather than by sacrificing living standards.

- 2. In general, policies that effect change through a combination of economic incentives and public education shall be considered more appropriate than policies involving strict legal requirements.
- 3. The City should give due attention to energy consideration in all municipal decision-making.

POLICIES

- 1. The City shall assume a leadership role in the promotion of energy conservation and efficiency.
- The City shall pursue educational and informational programs regarding energy.
- 3. New development and in-fill development in all sectors shall be encouraged to incorporate energy-conscious site and building design.
- 4. Redevelopment and improvement of existing development within the City shall be encouraged to incorporate energy-conserving features.
- 5. Energy-efficient alternative forms and patterns of transportation shall be encouraged.
- The City shall promote energy conservation is public buildings and operations.

IMPLEMENTATION STRATEGIES

Residential Sector:

- I. The City shall continually monitor the effectiveness of existing state building code provisions for energy conservation. Local options may be appropriate to improve and elaborate on state codes where deeped necessary.
- Amendments to the Subdivision Ordinance, as necessary, shall be pursued to create a density bonus provision in exchange for energy-saving site and building design based on performance standards. Features such as street lay-out, energy-efficient unit design, active solar water heating, passive solar space heating and cooling, and solar access covenants shall be included in the performance standards.
- 3. The City shall provide assistance to parties wishing to astablish solar access ensements and covenants in the form of solar site analysis and recommendations regarding solar access protection if feasible.

- 4. The City shall consider code amendments of residential zoning texts to provide authorization and regulation of wind energy devices.
- 5. The City shall continue to provide a revolving low-interest loan pool for approved weatherizations to moderate-income households. In addition, the City shall continue to facilitate applications by low-income households for federal weatherization loans.
- 5. Studies shall be made to determine the feasibility of securing federal money to initiate a low-interest loan pool for moderate-income households for the purchase and installation of active solar hot water heating apparatus.
- 7. The City shall encourage residential development in and around employment and activity centers, including the Central Business District, by maintaining and/or increasing residentially zoned land of all densities. Aedium— to high-density residential, and mixed commercial-residential, development shall be considered particularly applicable in and around the Central Business District.

Commercial/Industrial Sector:

- 1. The City shall explore available incentives for potential commercial/industrial property developers who design energy-conserving developments.
- 2. Fire inapectors could be trained to provide property owners with energy conservation recommendations as part of routing inspections.
- 3. The City shall actively lobby the State Legislature to allow state investment tax credits for energy conservation expenditures in commercial/industrial properties.
- 4. The City shall assess the feasibility of a revolving low-interest loan pool for weatherizations of commercial/industrial properties. If feasible, such a program should be implemented.
- 5. The City shall encourage the location of commercial/industrial establishments near existing population centers and transportation corridors. Areas around freeway interchanges should be soned in blocks, where appropriate, rather than strips, to encourage more nodal development. Small, easily accessible neighborhood nodes should be considered for rezoning to C-I, to allow neighborhood grocery atores and services.

Government Sector:

- 1. The City should astablish a public information dissemination program through local media and set up an energy resource station in the public library or City Hall.
- 2. The Department of Planning and Community Development should have

a staff person knowledgeable in energy planning, building and site design, and energy-related programs and laws.

- 3. The City shall pectors energy audits for all existing municipal buildings and weatherize when necessary. In addition, the City shall undertake an energy management program for municipal buildings.
- 4. Plans for new construction or remodeling of existing City-owned facilities will be reviewed for energy conservation and efficiency.
- 5. All projects requiring capital funding shall be reviewed by staff and rated, regarding projected energy conservation and efficiency.
- b. A life-cycle analysis program should be established for the purchase of City equipment. A major component of such a program should be energy consumption and energy costs.
- 7. The City shall continue efforts to achieve energy efficiency in its municipal vehicle fleet.
- The City shall continue its efforts to replace existing street lights with more energy-efficient, low-wattage, sodium lights.
- 9. Resource-recovery and thermal energy cogeneration capabilities and economic feasibilities shall be among the criteria the City shall consider in selecting a solid waste disposal facility.

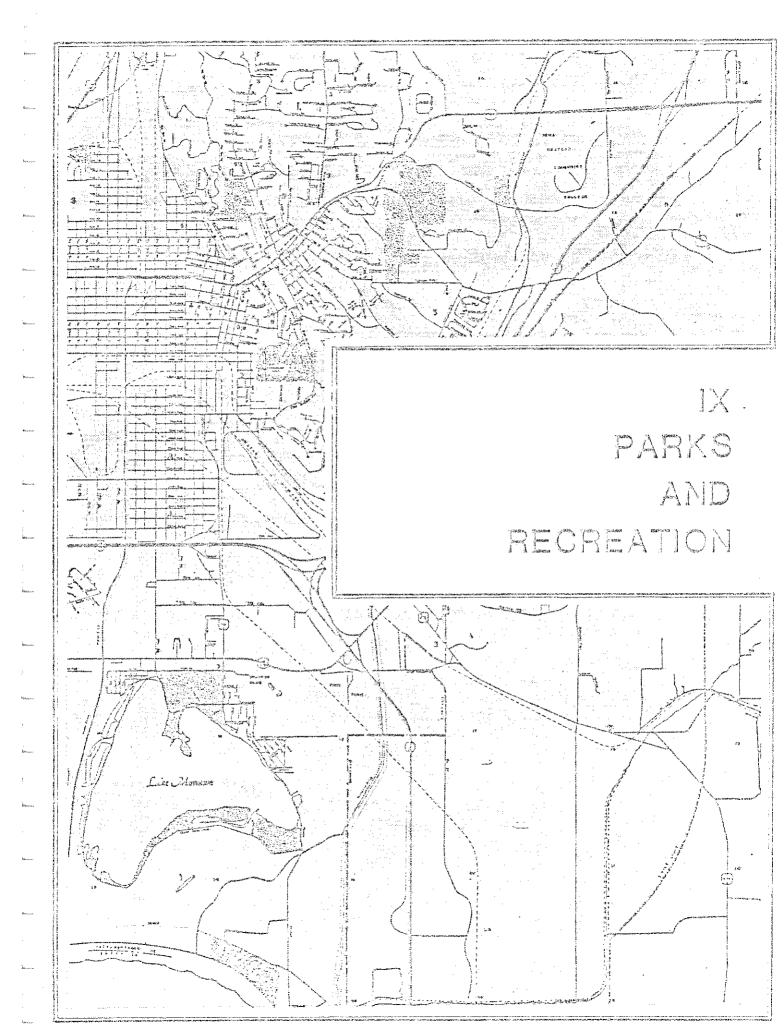
Transportation Sector:

- I. The City shall encourage the use of local mass transit by clearly designating transit access points and providing safe shelters.
- 2. The City shall assess the feasibility of establishing a mini-bus transit line to supplant in-City transit provided by the current carrier. Analysis should be made of current monthly costs and those resulting from a mini-bus system complemented by a single Council Bluffs-Omaha route with the current carrier.
- 3. A bicycle circulation system should be designated in those areas of the City where it would be fassible. Connection with transit should be maximized. Bicycle lames, paths, storage facilities, and maps should be included in the system.
- 4. Pedestrian circulation should be encouraged by maintaining and improving the major pedestrian pathways and crosswalks, including sidewalk repair and improved signalization.
- The City Public Macks department should pursue a program of improved traffic signal management. Such a program vould include master control systems, improved maintenance to detect, prevent and currect malfunctions, and optimal site signal-timing for reduced autoiding time.
- 6. In midition to traffic signal management, the City Public Sorks

Department should analyze existing stop sign locations to identify unnecessary or ineffective signs in an effort to reduce auto energy consumption.

- 7. Major arterials should be maintained in good repair to ensure more energy-efficient auto travel on those more heavily traveled routes.
- 8. The location of new commercial and service areas shall be encouraged near existing trunspocation corridors at strategic activity nodes. This is opposed to furthering the energy-intensive strip development, characteristic of older parts of the City.

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PARKS AND REGREATION

INTRODUCTION

Parkland accease in Council Bluffs is said to be the largest per capita of any city in the State of Iowa, with Lake Manawa, Dodge Park, and the Lewis and Clark Monument being the largest recreational facility in the community. Lake Manawa State Park, the most highly used state park in Iowa, is currently being transferred in ownership to the City. Attracting a million visitors annually for camping, boating, swimming, fishing and other activities, Lake Hanawa is a recreational magnet for the entire metropolitan area. To increase its attractiveness, water quality enhancement (principally dredging) was begun in 1982.

In addition to the many district, community, neighborhood, and special parks located in and around the City, cultural and arts activities are provided as well. Mowever, a marked deficiency exists in this particular area of City recreation due to the highly cost-intensive nature of such activities.

The greatest need in the municipal park system appears to be for "communit" parks. Gurrently many "neighborhood" parks are being used for more intensive activities than their original design had intended. These activities include organized league sports and tournaments. As a result, both the parks and their surrounding neighborhoods are often alversely affected by traffic (circulation and parking), noise, and park deterioration.

"Community" parks are designed for these more intensely used and organized activities. Because of this, the major emphasis on new construction and acquisition should be for "community" parks of 30 to 50 acres. In addition, a small amount of "neighborhood" park land is needed in the eastern portion of the City. There is also a projected need for more basketball courts and baseball diamonds, as well as a couple of recreational/community centers.

A major problem associated with park and recreation areas is the cost of operation and maintenance. "The National Urban Recreation Study" points out that while "the local general fund is still the largest single source of support for parks and recreation... general fund support has been eroding an cities divert recreation dollars to what they determine as more pressing to other sources of local support such as user fees, donations, and cooperative funding arrangements." The City of Council Bluffs is no exception to this national trend and may have to explore alternative funding as allocations dwindle.

This plan alement is intended to provide policy guidelines for packs and recreation decisions, and is designed to be integrated and compatible with the excisting "Packs, Recreation and Onens Space Plan."

ISSUES

Ealstenance and conovation of existing facilities versus capital acquisition.

- 2. Development of "community" parks in response to the overutilization of "neighborhood" parks.
- 3. Transfer of ewnership to the City of Lake Manawa State Park.
- 4. Parks provision in newly annexed areas.
- 5. Feasibility of establishing more user-fee recreational facilities.
- 6. Use and conservation of the Missouri River floodway corridor.
- 7. Potential for increased use of public schools for recreational activities.
- 8. Recreational potential of the City's historic resources.
- 9. The planning of new residential development in conjunction with parks.

GOALS

- 1. To provide the citizens of Council Bluffs, fown, with a leisureservice delivery system that fulfills their leisure aspirations through physical, social and economical environments.
- To provide a physical environment that implements the residents' highes social, mesthetic and cultural values.
- 3. To promote a social context that provides an opportunity for all residents to expicience, develop and share their leisure values, audities, auditions, and heritage.
- 4. To rpovide a leisure-service delivery system which follows responsible fiscal-management pratices and yet remains accountable to those who participate.
- 5. To coordinate efforts of all agencies responsible for recreation facilities.
- 5 To explore possible methods for financing proposed facilities.

POLICIES

- In a dity shall emphasize a program of aniatenance and consertion of existing recreational facilities, as appased to an extensive program of capital acquisition.
- Limited property and capital acquisition shall be considered for the long-term in conjunction with projections of increasing future depends and needs.
- 3. Within a long-term program of property adquisition, the development of "community" parks shall be emphasized.
- 4. As "community" parks are adjuiced and developed, "neighborhood" parks shall be relieved of the burien of providing the more intensive and(ve

racreation which they are often currently providing. At that time "neighborhood" parks shall be restricted to accommodate less intensive, active and passive recreation uses more compatible with the residential character of surrounding neighborhoods.

- 5. In an effort to round out the municipal and regional park system, the north shore of take danawa shall be acquired as an active-recreation "district" park.
- 6. The City shall make appropriate provision for adequate recreational facilities of all classifications within areas recently annexed to the City.
- 7. The City shall continue to study the feasibility of, and implement if appropriate, a large, community-wide user-fee park or recreational facility.
- 7. The City shall prohibit within the Missouri River-front corridor those uses decaded incompatible with the natural character of the area.
- 9. The City shall continue to use public schools for recreational, arts and cultural activities.
- 10. The City shall continue the doordinated effort to preserve the City's cultural heritage and promote tourism.
- 11. The City shall encourage the development of residential subdivisions and complexes in proximity to existing and future recreational facilities of both active and passive character.

IMPLEMENTATION STRATEGIES

The Tracks, Recreation and Tpen Space Plan," as adopted in 1992 by the Parks, Recreation and Public Property Commission will be the program of action for implementing the goals and policies outlined in this element.

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Existing Recreation Facilities -

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| Softball 1/3,000 | 18 | 5 | 23 | Ta | (5) | (i) | 2 |
| Soccer 1/3,000 | 8 | 5 | 13 | 7 1 | (2) | - | 4 |
| Tennis Cts. 7/2,000 | 7 | 12 | 29 | 23 | (1) | | 7 |
| Basketball 1/5,000 | 5 | 100 | 106 | 112 | 5 | 22 | 36 |
| Swimming Pools 1/10,000 | 3 | 2 | 5 | S | 0 | 2 | 2 |
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| Golf Course 18M/25,000 | 27 H | 1814 | 45/1 | 36H | (98) | (911) | 19 |
| Community Centers 1/25,000 | Û | | i | \$ | (one | y | 2 |
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COMMUNITY SERVICES

MOTDUCTION

The Community Services Element is incorporated as an integral element within the Comprehensive Plan, and is intended to provide policy guidelines in the following areas: sewers, water works, street lighting, electrical power, natural gas, telephone service, cable television service, and public schools. The following purposes have brought about the need to develop this particular element:

To outline and provide direction toward those land uses and community facilities which cannot be provided individually but must be planned, developed, and controlled by the community as a whole in order to secure a more properly balanced total environment for the citizens of the community.

To plan and designate community facilities on the basis of attaining desired levels of service for the citizens which are relative to both their neighborhood and community,

To provide a guide whereby community and neighborhood facilities can be planned and developed in cooperation with community goals and objectives, anticipated planned growth, and financial capabilities within the constraints of the community's resources.

The following are short background statements regarding the City-provided services of sewers and street lighting:

Sewers:

The storm sewer and sanitary sewer systems are similar facilities but with separate functions. Storm sewers carry away all surface water to prevent flooding damage. They include underground pipes, ditches, concrete channels, retention ponds, creeks and ultimately major rivers. The sanitary sewer system functions to carry waste water to the City's sewage treatment facility.

Many years ago it was a common practice to combine these facilities and dump raw sevage into our major water courses. With the advent of sewage treatment, the construction of separate sever systems developed. However, in Council Bluffs there still exists approximately 27 miles of combined severs. Since this flow must be treated, a severe strain on the treatment facility and occasional property damage results during periods of high stormwater flow. This is a special problem the City needs to address. In addition, there are other concerns such as 1) existing facilities that have exceeded their design capacity or life expectancy, and need to be replaced; 2) the need for new facilities in undeveloped areas to promote growth and; 3) the need for new facilities in existing developed areas.

A capital improvements plan for storm and sanitary sewers should address these needs. Since these needs will far exceed the resources of the

City, it is important to develop a prioritized list for improvements. To do this requires gathering of considerable data on the systems and areas of growth.

Street lighting

Because of rising energy costs and changing electrical power rate structures, the City of Council Bluffs in 1977 found it accessary to turn off selected street lights throughout the City. At this time it is incumbent on the City to determine which areas of the City should receive new, more-energy efficient street lighting; more or less intense lighting; renewed light service; or shut-off to meet changing land use patterns, energy safety concerns. While Iowa Power is the franchised provider of street lighting facilities, the City must make decisions regarding siting and number of lights, as well as intensity of the lighting it wishes to provide.

GOALS

- 1, To plan and designate community facilities on the basis of attaining desired levels of service for the citizens which are relative to both their neighborhood and community.
- 2. Recognizing the need for, and improving, the basis of intergovernmental and regional cooperation in order to reduce duplication of effort and avoid public inconvenience.
- 3. Provide an opportunity for every person in the community to obtain the very best public education possible.
- 4. The City shall attempt to provide all residential, commercial, and industrial properties within the City with sanitary sewer service and designed storm drainage facilities.

ISSUES (for City-provided services)

Sewers

- 1. The potential for complete separation of sanitary and storm sewer facilities.
- 2. The potential for comprehensive sever facilities planning.
- 3. The Indian Creek Storm drainage basin.

Street lighting

- 1. The potential for lategrating street light planning and land use studies and planning.
- 2. The potential for energy conservation in the provision of street lighting.

POLICIES

Sawers

- 1. The City shall pursue a program of separating sanitary and storm sewer facilities.
- 2. The City shall consider managing the Indian Creek storm drainage system to prevent flooding in the Central Business District.
- 3. The City shall provide sanitary and storm sewer facilities based on comprehensive planning.

Water Works

- 1. The Board of Water Works Trustees shall continue to maintain the water distribution system infrastructure.
- 2. The Water Works shall continue with the five year replacement plan of two-inch water mains.
- 3. The purification infrastructure shall be replaced according to the three year capital expenditure program. This program should extend the assured operation of the plant for a minimum of twenty years.
- 4. Continued replacement and improvement of service equipment should maintain the present level of service to the customer.

Street lighting

- 1. The City shall provide street lighting in a manner more compatible with the functions and activities of particular areas of the City.
- 2. The City shall promote the installation of modern, more energy-efficient street lighting.

Electrical power

- 1. Town Power and Light Co. shall be the officially franchised distributor of both low- and high-voltage electrical power within the City of Council Bluffs and environs, including areas annexed in the future.
- 2. In accordance with Towa Commerce Commission regulations, Towa Power shall attempt to refund to developers the costs incurred in providing electricity to a development, usually as individual users are brought on line.
- 3. As a general rule, new subdivisions and additions should be provided with underground electrical cables rather than over-head wires. Site specifications and cost factors will play a part in the ultimate decision whether or not to locate electrical service underground.

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Natural Gas

- 1. Peoples Natural Gas Company is the franchised distributor of natural gas within the City of Council Bluffs. Peoples Gas also serves numerous clusters of residences in developments adjacent to the Council Bluffs City limits.
- 2. Peoples Gas operates in accordance with the rules and regulations of the Iowa Commerce Commission and accordingly provides gas service to potential new individual customers provided they meet the economic criteria set out within those rules and regulations.
- 3. Gas service to subdivisions, additions and developments is installed when the developer provides advance payments of construction costs. Credits or refunds are made to the developers as customers are connected to natural gas service.

Telephone service

- 1. Northwestern Bell in Council Bluffs is working toward implementation of a Long Range Outside Plant Plan in cooperation with the City's land use plans and the plans of other utilities.
- 2. Northwestern Bell intends to build an ubiquitous, high-speed, digital, information-distribution network to be available when future enhanced services require, while providing economical service for present requirements.
- 3. Northwestern Bell intends to install telephone cables underground where site conditions and cost factors allow.

Cable television

- 1. American Heritage will expand its cable distribution system to new residential and commercial developments within the City of Council Bluffs, as it becomes economically feasible to do so.
- 2. It is American Heritage's policy to use construction methods (overhead or underground) used by the electric utility when placing new distribution lines.
- 3. It is American deritage's intent to work closely with the city of Council Bluffs and those utilities and agencies providing services to the city in accordance with our franchise.

Public schools

- 1. The educational programs and facilities of the Council Sluffs Community Schools within the city will be used to:
 - a. provide opportunities for lelaure-time activities for citizens of the community whenever possible.

- b. provide facilities not used by the district for other public-use of involvement centers.*
- c. provide community education opportunities for the adult citizen.
- d. provide exposure for students within the district to become familiar with the various occupational opportunities that exist within the area.
- e. provide facilities for any additional students that might come into the district.
- f. further educational needs of the handicapped students of the district.

IMPLEMENTATION STRATEGIES

Implementation of the policies regarding water works, electrical power, natural gas, telephone service, cable television, and public schools is to be consistent with the internal action plans and programs of the respective purveyors.

Severs

- 1. The City shall carry out the improvements detailed in the Capital Improvements Program, generally consisting of maintenance of existing facilities and the provision of small projects and local improvements.
- The Public Works Department shall conduct a comprehensive inventory and analysis of existing facilities to determine where capacity deficiencies exist in the system, which combined sanitary/storm sewers need yet to be separated, and where new facilities would be required, due to anticipated growth.
- 3. The Public Works Department should develop and issue standards for sanitary and storm sewer construction.
- 4. The City should require all major developments to include properly designed storm drainage facilities.
- 5. All new development within the area covered by the "South-west Storm and Sanitary Sewer Study" should be consistent with the study's land-use and sewer provision parameters, as well as its recommendations.

Street lighting

1. The Public Works Department in conjunction with its street classification project, shall establish a method of matching street lighting needs with street and land-use classifications. As a result, street lighting standards can be established to

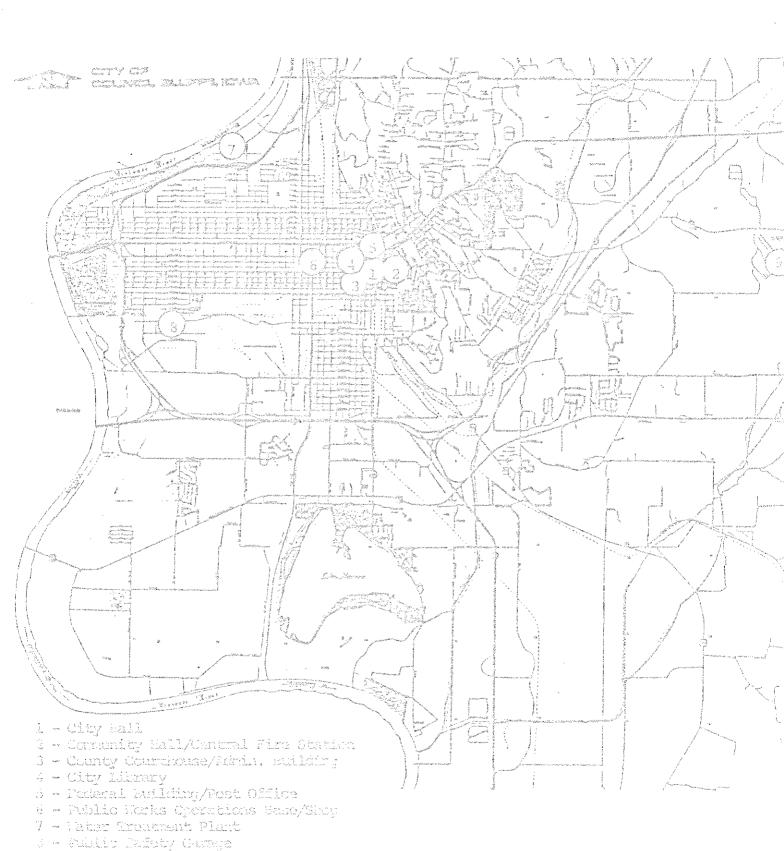
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meet the various necessary levels of service. Energy efficiency shall be an overriding concern in every street light standard, to the greatest extent possible.

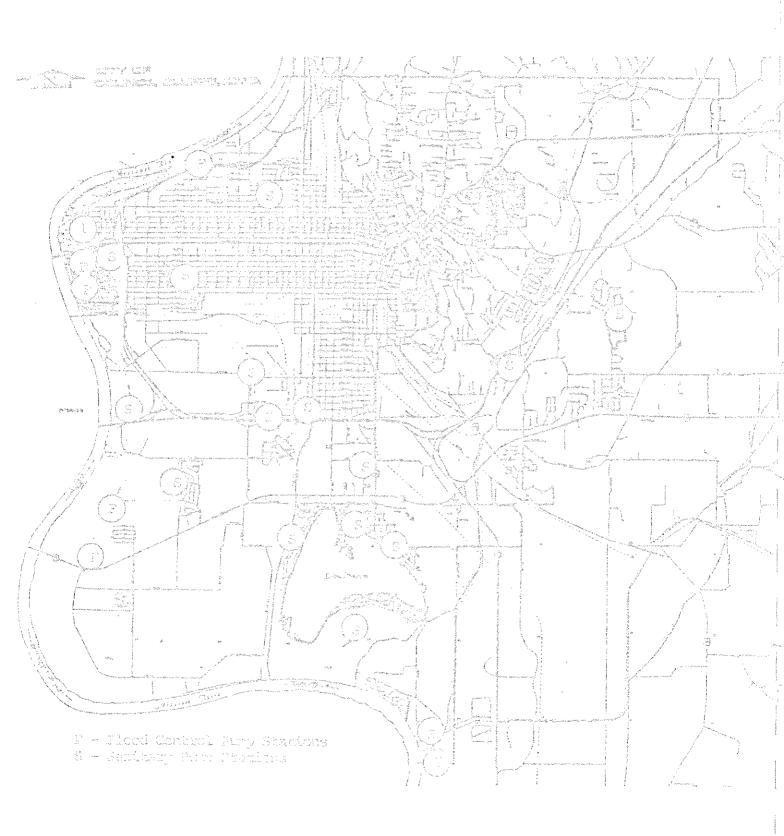
- 2. Concomitant with street lighting needs assessment and the establishment of standards, priorities should be set for the installation of street lights, based on factors such as the following: deficiency and absence of lighting, increased or decreased activity/traffic, anticipated growth, and energy efficiency.
- 3. The City shall require all new development to meet any and all street lighting standards established by the Public Works Department.

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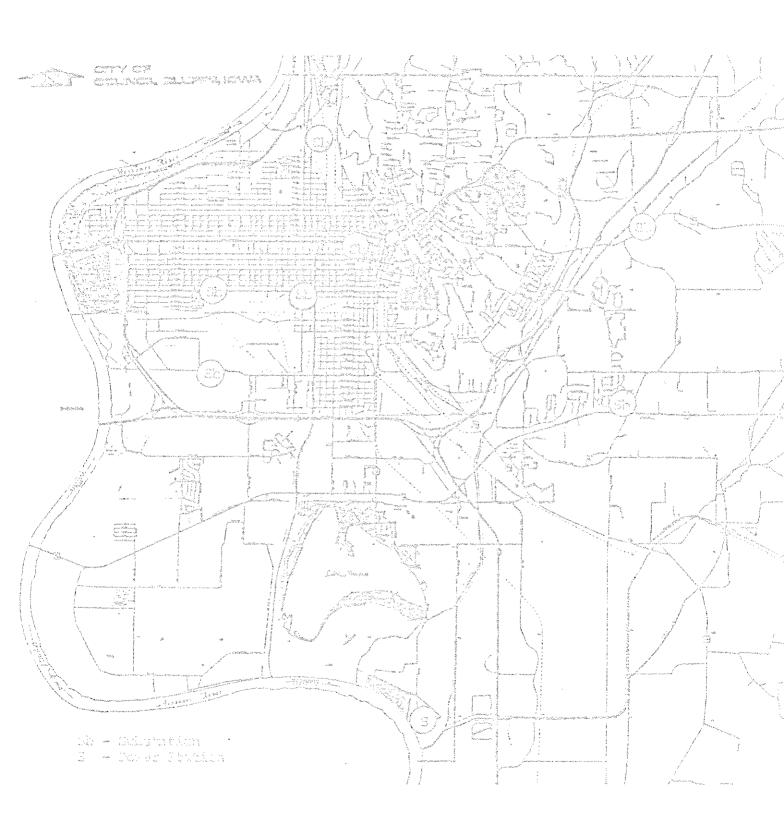
Public Buildings / Facilities



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SAFETY

INTRODUCTION

Of all aspects of community planning, the one that most directly affects the largest number of citizens is community safety. Encompassing such varied concerns as civil defense, wead abatement and paramedic emergency care, public safety involves the close cooperation of several different agencies. Each of these agencies relies on internal planning to deal with both emergency situations and routine conditions. A public safety plan must concern itself with identifying the potential dangers of all land uses and the appropriate courses of emergency-response action, should a specific danger become imminent. This element of the Comprehensive Plan is intended to provide policy guidelines upon which to base the action programs in each of the areas of public safety included here. They are: police, fire, civil defense, and health safety.

ISSUES

Polica

- 1. The potential for establishing local neighborhood-watch programs throughout the City.
- 2. The role of the Police Department in Fostering private security protection services.
- Response to disaster situations.

Fire

- 1. Appropriateness of monitoring needs and deficiencies in fire-fighting equipment and programs.
- 2. Administration of fire safety codes and regulations.
- 3. Public education regarding fire safety.
- 4. Preparadness for disaster situations.
- 5. Maintenance and improvement of the Emergency Care Division.

Civil Defense

- 1. The potential for developing and implementing an emergency response plan for major disasters.
- 2. The potential for maximum intergovernmental and interdepartmental cooperation and resource-sharing to cope with emergency situations.
- 3. The potential for establishing a service delivery plan

during emergencies.

4, Public education regarding disaster-response action.

Health Safety

- 1. Junk vehicles and machinery.
- 2. Property maintenance, weed control, etc.
- 3. The placement of odor-producing activities in relation to odor-sensitive land uses.
- 4. The placement and storage of hazardous waste materials.
- 5. The potential for a flood/drainage control system near the Central Business District.

GCALS

- 1. The City shall attempt to plan the location and intensity of land uses so as to avoid public health and safety risks.
- 2. The City shall maintain and upgrade its public health safety and crime prevention activities.
- 3. The City shall attempt to provide the best public health and environmental samitation possible.

POLICIES

Police

- 1. The Police Department's Community Relations Section will provide the supportive services needed for organizational purposes of establishing "Neighborhood Watch" groups.
- 2. The Police Department shall continually provide security protection assistance to private, public and commercial buildings and residences through the Community Relations Section office and shall continue to encourage citizens, builders and designers to obtain security inspections for existing and planned new facilities, reducing the potential for crime.
- 3. The Police Department, in cooperation with other local, state and federal agencies, shall provide general protection of disaster scenes, security of disaster locations, provide traffic and pedestrian control, and enforce state and local laws and ordinances. First priority will be response to those efforts which save lives and protect citizens, and secondly, to provide protection to private and public property.

Fire

- 1. The fire Department shall monitor and evaluate the fire protection needs of the community. Areas of evaluation shall include, but not be limited to, station location, equipment needs and deployment, manpower needs and deployment, fire-fighting strategy, fire prevention and fire risk analysis.
- 2. The Fire Department shall strive to provide the administration and enforcement of fire codes, ordinances and regulations for the prevention of fires, extinguishment of fires, and protection of life safety.
- 3. The Fire Department shall continue to provide public education regarding fire safety in the community.
- 4. The Fire Department shall strive to improve its preparedness for coping with major disasters.
- 5. The Fire Department shall monitor the effectiveness and efficiency of the Emergency Care Division and implement improvements, where necessary or appropriate.

Civil Defease

- 1. It shall be the policy of the City of Council Bluffs, Iowa to develop, test and modify plans for emergency response based upon the authority of state and federal law and municipal ordinances. Forces shall be mobilized in accordance with the level of emergency at the direction and control of the Mayor or his/her delegated authority.
- 2. Every reasonable effort shall be made to cooperate and coordinate with all jurisdictions and government agencies involved.
- 3. Full response to disaster situations shall immediately follow a proclamation issued by the Mayor declaring an emergency.
- 4. The Disaster Services Organization shall also provide resource coordination between government agencies and the private sector.
- 5. City services shall be maintained to those areas of the City not affected by the emergency, although it is likely that they may be at a reduced level. Under full disaster status (Phase III), organization for the delivery of services shall be realigned as appropriate.
- 6. The City shall pursue a program of improved public education regarding natural disaster preparedness and responsive action.

Health Safety

 The City shall continue to pursue a program of removing junk vahicles and machinery from private properties in all zones within the City.

- 2. The City shall take steps to ensure that property owners properly maintain their property as well as abutting public rights-of-way in regards to weed, bush and tree control, erosion control, and landscaping.
- 3. The City shall attempt to plan for the proper placement of odor-generating activities to avoid potential impacts on such sensitive uses as residential and institutional activities.
- 4. The City shall attempt to plan for the proper placement of potentially hazardous waste-producing activities to avoid negative impacts on sensitive land uses and environmental conditions (e.g. residences, water sources, recreational areas).

IMPLEMENTATION STRATEGIES

Police

- The Community Relations Section will actively seek out organizations wishing to establish a "watch," and will convey the message to the citizens to encourage participation. Current organizations will be provided with support services from the Community Relations Officer, and additionally be provided with support from regular patrol and supervisory personnel in order to gain additional rapport and exchange of information with the officer(s) on patrol. This one-on-one personal involvement assists the officer on the street to perform his duties and responsibilities better, and gives the citizen a personal contact with the department, not unlike the "walking beat" police operations of the past.
- Where possible, the department shall expand the inspection program, obtaining additional resources for building security from the patrol officer (whose daily responsibilities include visual inspection and observation to detect crime) and to seek the enactment of local building ordinances designed to set minimum security standards for new building and commercial enterprises. This would include a mechanism for review and design approval of building plans by the Police Department.
- The department will continue to monitor life-threatening conditions which may affect the safety and well-being of citizens in this community. Through continued efforts with appropriate agencies and officials, the department shall: prepare plans enabling proper warning and/or notification of pending disaster conditions, and contingency planning for any emergency disaster conditions.
- 4. As part of its overall crime prevention program, the Police Department shall continue to implement the following programs:

Meighborhood Vatch Crime Stoppers "Officer Friendly" Drug Awareness Explorer Posts Reserve Officers

Fire

- 1. The Fire Department shall draft an updated Emergency Preparedness plan to cope with major disasters at the Fire Department level.
- The Fire Department shall continue to provide input on proposed new developments at the design-review level. This is part of an on-going effort to pinpoint and correct potential fire hazards before they are created.
- 3. In concert with its overall objectives, the Fire Department shall continue to carry out the following programs/activities:

design review/preplanning building inspection and yearly reinspections education to public schools, industry, and health care facilities emergency care arson/fire-cause investigation smoke detector installation and education hazardous materials preplanning intercommunity mutual aid

Civil Defense

1. In order to implement the City's policies regarding Civil Defense, the City shall utilize the "City of Council Bluffs Emergency Preparedness Plan," including supplemental plans to deal with:

warding
communications
direction and control
public information
resource management
law enforcement
fire service
search and rescue
medical services
emergency health and mortuary services
utilities
evacuation precedures
demage assessment and reconstruction
welfare services
debris clearance

Health Safety and Environmental Sanitation

In fulfillment of its objectives to ensure the health, safety and adequate environmental socitation of the City of Council Bluffs, the Health Department will continue to carry out the following programs:

food service inspections
noise abatement
on-site sewage disposal system inspection and regulation
animal control
weed abatement
design review of new developments
commercial swimming pool inspection
hotel/motel inspection
vending machine inspection
health complaint investigation
air pollution monitoring
mosquito survaillance
epidemiology
immunization coordination
school immunization audit

Fire Districts and Stations



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NATURAL RESOURCES CONSERVATION

INTRODUCTION

The Council Bluffs region is characterized by significant natural resources and amenities, such as the loess bluffs; Lake Manawa; the Missouri River and its largely undeveloped and wooded floodway; areas of lush vegetation and wildlife habitat; and land of high agricultural value. Each of these resources is a valuable asset to the City and region for recreational, aesthetic, economic or environmental reasons. In addition, the conservation of each resource poses its own difficulties and peculiarities. Outlined below is a brief discussion of the major natural resources in the Council Bluffs area, including characteristics, values and conservation issues.

Loess bluffs

The City of Council Bluffs is located in an area of a unique biological and geological phenomenon - the loess bluffs. Wind-borne deposits of fine glacial-era soil (loess) up to 200 feet in depth comprise the bluffs that run from north of Sioux City to just south of the Missouri state line. Experts in the field of geomorphology claim that nowhere in the world are loess bluffs better developed than along the Missouri River. Centuries of exploitation and cultivation have degraded the only other significant loess formations, which are found in China.

Due to their unarable nature, the bluffs have historically been home to prairie ecosystems which have long ago been plowed under in much of the Midwest. Such mini-prairies are home to a wide variety of native flora and fauna. The best local examples of loess prairies are found at the Lewis & Clark Monument and Fairmont Park.

Today both the loess deposits themselves, as well as the remaining prairies are in danger from tree and shrub invasion, overgrazing, excavation, and recreational use by motorcycles and 4-wheel drive vehicles. As a result, very little of the original bluffs ecosystem remains intact. It is for this reason that it is important that those remaining areas be protected.

Lake Manawa

An ox-bow lake, formed after the 1881 flood changed the course of the Missouri River, Lake Manawa has been an invaluable recreational asset to Council Bluffs for many years. Served by a streetcar line from downtown Council Bluffs in the first half of this century, the lake was the scene of boating, fishing, and swimming, as well as host to an amusement park and hotel. Small summer cottages were built near the streetcar terminal, giving way to year-round residences later on.

In later years Lake Manawa suffered a decline. The lake began to silt up, becoming undesirable for boating and swimming; street car service was discontinued; and, the hotel and amusement park were abandoned. Within the last couple of years, dredging operations have begun, with the net effect of improving the lake's water quality. Coupled with the fact that the State of

Iowa will transfer ownership of its north shore property to the City for a regional park, Lake Manawa is on the way to resuming its previous status as a high quality, regional recreational facility. For this reason it is important that efforts to maintain and improve the lake's water quality and physical amenities be given a high priority.

Missouri River corridor

The construction of levees along the Missouri River not only reduces the danger of flooding; it also sets aside a narrow corridor of natural, wooded land on the "wet" side of the levee. This corridor is of high passive-recreational value, offering hiking, fishing, camping, and nature-walk opportunities. The intrusion of industrial uses between the Union Pacific Railroad and Interstate 80 has eliminated the possibility for a continuous natural corridor along the River. However, the majority of the River's edge, both north and south of this area, remains largely undisturbed. This element will provide policy guidelines regarding the potential conservation of the corridor.

Vegetative Resources

Both naturally occurring and planted vegetation within the City is a great asset. In addition to the positive aesthetic nature of trees, bushes, grasses and flowers, they provide small wildlife habitat, stabilize soils from erosion, help to purify the air, moderate extremes of temperature and wind, aid in energy conservation, and can be used in flood and drainage control systems.

Trees and other forms of vegetation often require maintenance and replacement. Diseases and pests, clearance for construction, and overgrowth are examples of the various threats to a City's vegetative resources. This element will provide policy to assist City decision-makers in counteracting these threats and maintaining a healthy and desirable stock of trees and other vegetation.

Agricultural Land

As is much of Iowa, the land in and around Council Bluffs is quite often of prime agricultural quality. Those lands within the Missouri River floodplain are characterized by rich, high-yielding alluvial soils, while lands in and beyond the bluffs are characterized by thick deposits of loess, a rich silt loam.

Being in a state dominated by agriculture, Council Bluffs must necessarily concern itself with the uses and development of agricultural lands both within the city limits and in its two-mile extraterritorial jurisdiction. In this element policy, guidelines will be provided to ensure that future land use decisions take into consideration the conservation, when appropriate, of viable agricultural lands.

ISSUES

- The water quality, recreational value, and natural habitat of Lake Manawa.
- The soils and natural habitat of the Loess bluffs.

- 3. The natural corridor along the Missouri River floodway.
- 4. Prime agricultural lands both within the city and its two-mile extraterritorial jurisdiction.
- 5. The City's vegetative assets.

GOALS

- 1. The City shall pursue programs and planning efforts aimed at conserving the natural environments and resources found both within the City limits, as well as within its two-mile extraterritorial jurisdiction. Conservation shall be promoted in the interest of recreational, environmental, aesthetic and economic concerns.
- 2. City decision-makers shall be encouraged to consider resource conservation as a viable interest in municipal decision-making.

POLICIES

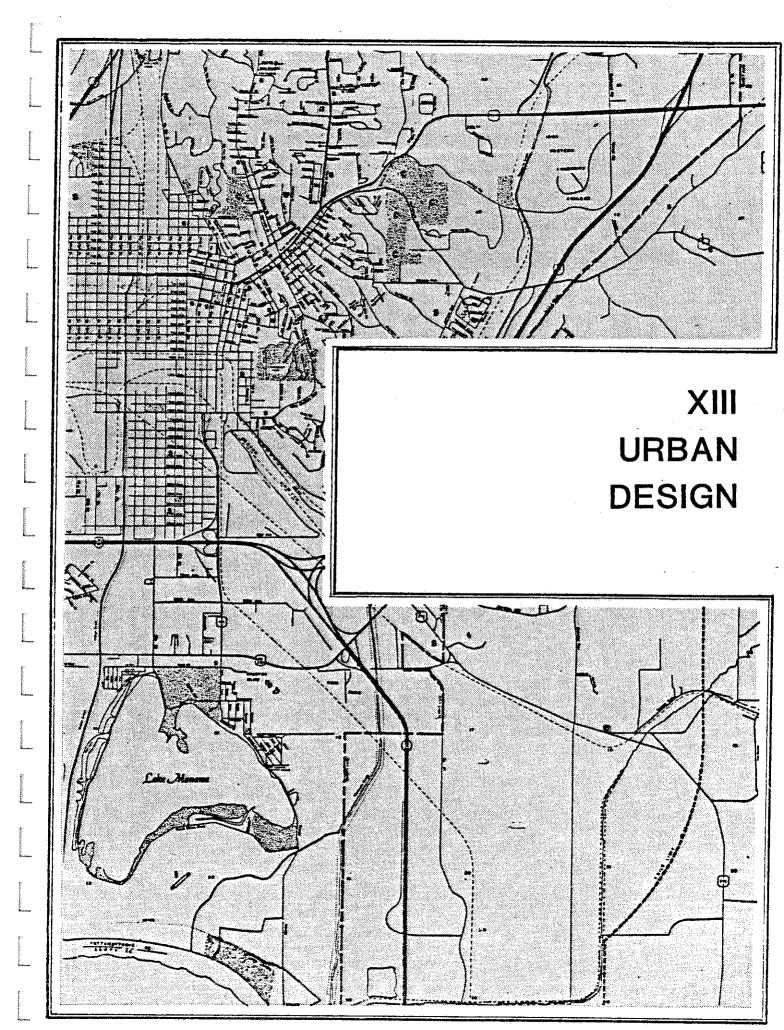
- 1. The City shall pursue and encourage all efforts designed to improve the water quality of Lake Manawa for recreation and natural habitat.
- 2. The City shall promote the conservation of the loess bluffs by protecting both the soil deposits themselves, as well as the remaining natural habitat within the bluffs.
- 3. The remaining natural corridor of land in the Missouri River floodway should be protected and preserved as a wildlife habitat and source of passive recreational opportunities.
- 4. The City shall promote the preservation of prime agricultural lands within its two-mile jurisdiction, recognizing that significant tracts of high-yielding agricultural land still exist in that area.
- 5. The preservation of agricultural lands within the City limits is not deemed as a priority; however, development of these areas should be regulated and planned to avoid haphazard development.
- 6. The City shall promote the conservation and maintenance of its vegetative assets, including both naturally occurring and planted trees.

IMPLEMENTATION STRATEGIES

- 1. The City shall consider the establishment of a review mechanism for development proposals along the periphery of Lake Manawa in order to regulate the proliferation of activities and developments that might result in increased contamination of the lake. Standards for impervious surfaces, landscaping, runoff basins, lake access point regulation, etc., should be considered.
- 2. The City shall set high priorities for water quality enhancement

activities at Lake Manawa, such as dredging and runoff interception.

- 3. The City shall attempt to maintain a loess bluffs natural conservation area, perhaps in conjunction with the Lewis & Clark Monument, to preserve the prairie ecosystems that historically were found in the bluffs. Periodic controlled burning and prohibition of all-terrain vehicles are measures that might be taken to preserve the prairies. Other areas (e.g. Fairmont Park) might be similarly designated. In an
 - effort to educate and attract the public and tourists, interpretive facilities might be established, relating the natural and historical significance of the loess bluffs and their prairie environments.
- 4. The City should continue to monitor and regulate the excavation of the loess bluffs, creating regulatory ordinances, as appropriate, to deal with such problems as erosion, soil stability, and bluff scarring.
- 5. The City shall consider establishing runoff control standards for bluffs development of all kinds. Percentage impervious surfaces and plans for runoff channeling and collecting are possible areas of concern.
- 6. The Missouri River floodway should remain in its present "open space" designation, thereby ensuring a continuous natural corridor. Further industrial development in the River should be confined to existing sites north of I-80 and adjacent to the Iowa Power generating plant.
- 7. Within the City limits agricultural lands should remain in their "agricultural" designation as development reserves for the future.
- 8. Within the City's two-mile extraterritorial subdivision jurisdiction, prime agricultural lands shall not be developed for other purposes. A rating system should be employed to determine "prime" agricultural lands.
- 9. The City shall continue and expand its program of tree maintenance in the City. Disease-ridden and dangerous trees should be eliminated and replaced, where appropriate.
- 10. Natural areas in the City should be monitored for overgrowth, disease or other problems. Corrective action to ensure the maintenance of a healthy resource should be pursued.
- 11. New residential subdivisions should be designed to include street trees in conjunction with sidewalk construction.
- 12. A minimum landscape ordinance should be established for industrial and appropriate commercial developments.



URBAN DESIGN

INTRODUCTION

Urban design is a planning discipline that deals with the physical and visual form of a city. In short, the term refers to the process by which the appearance, form, and relationships among landscapes, streetscapes, and buildings are intentionally controlled to create a desirable whole. Building materials, setbacks, window patterns, landscaping, street furniture, and sidewalks are just some of the components of a city's form that might be regulated under the aegis of urban design.

The rationale for urban design control is rooted in the desire to enhance the City's visual, functional, environmental, and experiential qualities. Contrary to common criticism of urban design, these qualities far transcend purely aesthetic objectives. Maximizing the human vitality and economic health of the city is really the principal objective. By enhancing the city's overall image, attractiveness and livability, urban design assists in creating an environment in which people will want to live, work, and recreate.

This element of the Comprehensive General Plan is intended to provide the policy framework in which urban design-related development decisions may best be made. In order to develop a realistic and responsive policy, it is first necessary to discuss the principal land use areas that most readily deserve urban design attention.

CENTRAL BUSINESS DISTRICT

The Central Business District in Council Bluffs is characterized by 19th-century and early 20th-century architecture, compact development, sidewalk-abutting buildings, and an overall well-defined urban form. The result is an environment potentially conducive to pedestrian-oriented communication and exchange of goods and services. The scale and bulk of the buildings, with their proximity to the street, creates a perception of enclosure and intimacy which is often violated by the excessive presence of vehicles, especially along West Broadway. Fortunately, the Washington Avenue Bypass should relieve Broadway of much of its through traffic, leaving the street for a more harmonious mix of pedestrian and local traffic.

OTHER COMMERCIAL AREAS

The other major commercial areas in Council Bluffs are located along the entire length of West Broadway, a main thoroughfare characterized by strip-commercial development. Other than a few blocks of older buildings abutting the sidewalk, most commercial establishments along West Broadway are far removed from the street and separated by expansive parking lots. This creates an undefined, amorphous urban form which lacks a sense of enclosure and definition. The right-of-way itself is also expansive, with four lanes of traffic, a left turning lane and sidewalks. Little or no relief in the form of landscaping or other amenities exists to mitigate the expansive pavement. The pedestrian on West Broadway is poorly accommodated. With badly marked and minimal crosswalks, expanses of pavement on either side of the sidewalk,

little vegetation, benches or shelter, the pedestrian is entirely out of place in this environment.

In addition, proliferation of competing signage along the route lends a character of visual disarray to the area. This hodgepodge of signs may even have a counter-productive commercial effect by confusing and repelling the potential shopper, rather than enticing him. As an entrance to the city, West Broadway projects an adverse image not necessarily representative of the City's overall character.

INDUSTRIAL DISTRICTS

The industrial, manufacturing, and warehousing districts of Council Bluffs are typical of a Midwestern railroad town. An expansive network of railroad lines crisscrosses the City's industrial sections, often rendering through traffic in these areas difficult. While the character of the industrial areas themselves may be harsh and unappealing, of greater importance is their relationship with surrounding residential and commercial neighborhoods. Some areas of industrial-residential proximity, by virtue of terrain, vegetation or other conditions, are successful in the separation of these uses. In other parts of the city, however, commercial and industrial encroachment into residential neighborhoods, both physically and perceptually, is a problem.

INTERSTATE AREAS

Commercial areas located adjacent to freeway interchanges are characterized by tall, competing signage and an auto-oriented nature. Many strips of commercial development radiate out in all directions from the interchanges, leaving those establishments located at the extreme edges with tall, over-sized signs as their only recourse in competing with the establishments closer to the interchange. Pedestrian accommodation in these areas may not be of importance, except within properties. Automobile travel, however, should be better accommodated in these often high-traffic areas. The potential exists for more comprehensive planning of these activity centers to reduce auto congestion, reduce excessive signage, and encourage more complementary, compatible development.

ISSUES

- 1. How can the pedestrian-oriented nature of the Central Business District be enhanced and further promoted?
- 2. How can existing structures and new construction be made more compatible architecturally?
- 3. How can the City's strip commercial areas be made more aesthetically pleasing?
- 4. Can signage controls be improved within all zoning districts?
- 5. How can parking lots be built in a more aesthetically pleasing manner?
- 6. Can landscaping be required in commercial and industrial developments?

If so, what would be the standards?

- 7. How can interstate commercial areas be better designed to avoid excessive strip development?
- 8. How can the potential for incompatibility among adjacent commercial, industrial and residential land uses be reduced through site design?
- 9. Can minimum design standards be developed for new residential areas?

GOALS

- 1. In an effort to promote a more positive community identity for Council Bluffs, the City shall encourage the establishment of regulations, incentives, and public projects that will improve the appearance of existing and new development.
- 2. The City shall promote the conservation of its historic and cultural resources.
- 3. The City shall promote compatibility of site design among existing and new development in those areas of the city where such would be deemed necessary.
- 4. The City shall encourage both public and private efforts to improve the appearance and image of commercial areas.
- 5. The City shall promote a program of improving signage within all zones.
- 6. The City shall promote more aesthetically pleasing parking facility development.
- 7. The City shall encourage the inclusion of landscaping in commercial and industrial developments.
- 8. The City shall encourage cohesive, nodal development adjacent to freeway interchanges, rather than strip development.
- 9. The City shall pursue a program of mitigating the negative impacts of potentially incompatible adjacent land uses through control of site design and promotion of buffers.
- 10. The City shall promote a set of minimum design standards for new residential subdivisions and complexes.

IMPLEMENTATION STRATEGIES

Central Business District

1. The C-4 (Downtown Business District) zone should be refined to include pedestrian-oriented development standards for new construction, rehabilitation, and significant additions. Such standards shall be flexible enough to encourage innovation and creativity, as opposed to rigid requirements.

- 2. The preservation and rehabilitation of historic buildings within the Central Business District shall be encouraged by both designating eligible districts (for example, Haymarket and East Broadway) and by including historic preservation as an option in the above-mentioned development standards.
- 3. A detailed sign ordinance should be formulated to deal specifically with the peculiarities of the C-4 zone.
- 4. The City shall consider formulation of minimum site development standards for strip commercial areas (for example, West Broadway, North 16th Street, etc.) to improve their image and appearance.
- 5. A site plan review ordinance shall be developed for the C-4 zone to facilitate administration and review of the development standards. This process may be expanded, as appropriate, to other zoning districts in the future.
- 6. The Washington Avenue frontage of Midlands Mall should be better signed to capture the traffic that may have previously been addressed with Broadway signage.
- 7. The City should encourage more active use of the Midlands Mall main entry plaza at the corner of Main and Broadway. Unnecessary administrative obstacles should be overcome to allow outdoor vending and eating activities in that area. In addition, the Mall management, Chamber of Commerce and Progressive Business Association should be encouraged to schedule and promote activities on the entry plaza to enliven that key point in the downtown.
- 8. Likewise, the City should encourage food vending pushcarts in Bayliss Park to accommodate lunch-hour and weekend pedestrian traffic. The net effect would be to increase activity in the City's principal downtown "people place."
- 9. The City shall encourage the planting of trees and small plants in the downtown to provide shade and soften the impacts of the built environment. Species with colorful berries, bark, or interesting twig patterns should be encouraged to provide winter appeal as well. Public projects, development requirements and incentives, and charitable activities are possible means of achieving tree planting.

Strip Commercial Areas

1. The City shall consider formulation of minimum site development standards for strip commercial areas (for example; West Broadway, North 16th Street etc.) to improve their image and appearance. The following factors might be included:

-Landscaping. Minimum landscaping requirements should be established. Low-maintenance, perennial plantings should be encouraged. Species with winter appeal should be emphasized, as well. Parking areas should be landscaped to break up long, uninterrupted rows of parking to provide shade in summer and

- to improve the overall appearance of these commercial areas.
- -Maximum Setbacks. A maximum setback should be established to avoid creation of large expanses of parking lots abutting the street.
- -Signage. A comprehensive revision of the applicable sign regulations should be undertaken to create a more orderly and harmonious visual character along commercial strips. In particular, there should be a set of maximum size regulations for wall signs. Flashing signs, penants and streamers, and A-frame signs should be prohibited.
- -Parking Lots. Parking lots should be encouraged along side and/or in back of commercial establishments rather than in front of them. Landscaping and signage regulations should accompany these standards.
- 2. The City should establish a minimum maintenance ordinance regarding weed and litter control in commercial areas to mitigate the deteriorated appearance of certain parts of the City.
- 3. Sidewalks in commercial areas should be more attentively maintained by the City in order to make pedestrian travel to and among commercial establishments safe and more pleasant. In addition, crosswalks should be maintained and clearly marked at all times.
- 4. The City shall work with the Chamber of Commerce and local community groups to perpetuate and establish beautification programs to assist property owners in strip commercial areas in upgrading their properties. Such programs might include the appropriation and administration of charitable donations of money, building and land-scaping materials, and man-power to a central improvement agency. Such goods and services could be available through the agency at below-market rates to provide increased incentives for property owners to beautify their properties. Donations would be tax deductible, and payback would facilitate acquisition and appropriation of additional goods and services.

Industrial Districts

- 1. The City shall promote the development of office park-like industrial facilities, wherever feasible.
- 2. New industrial, manufacturing, and warehousing developments adjacent to residential zones shall provide adequate buffers in the form of landscaping, earth berms, masonry walls, open space or other means. Site plan review should be established in industrial areas, particularly when in proximity to residential areas.

Interstate Commercial Areas

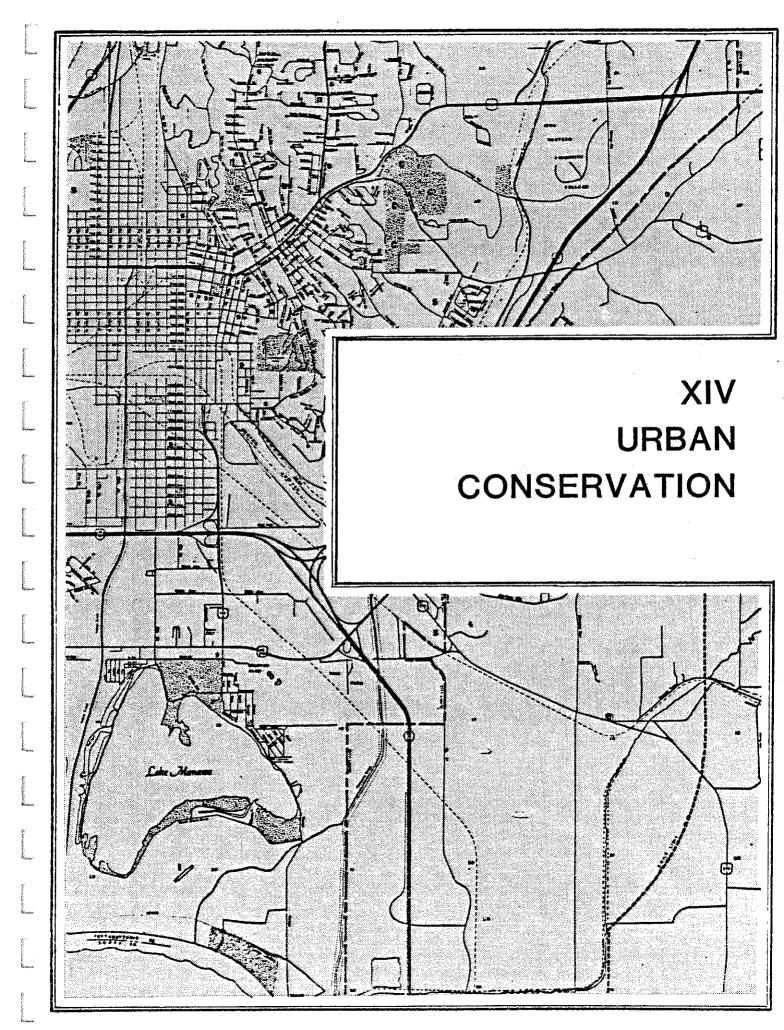
1. The City shall appropriately zone blocks of land adjacent to

freeway interchanges or commercial activities. Planned unit developments, commercial subdivisions, and joint-facilities agreements should be encouraged. The objective is to promote nodes of commercial activity, equidistant from transportation hubs, instead of strips radiating out from the hubs.

2. Agreements should be made between the pertinent public- and private-sector parties to facilitate freeway logo signage for commercial establishments. This would help reduce the propensity for sign variance and billboard requests.

Residential

- Residential developments should be required to include sidewalks, curbs and gutters, as well as tree plantings.
- 2. Intersections in residential subdivisions should have wheel-chair accessible sidewalks.
- A set of performance-based design criteria should be formulated to be applied to "in-fill" development. Performance could be based on criteria relating to lot coverage, average height, average setbacks, parking location, etc., with the objective of reducing potential negative visual impacts on existing neighborhood character.



URBAN CONSERVATION

INTRODUCTION

Urban conservation is a term which encompasses such varied activities as historic preservation, urban renewal, urban revitalization, housing and commercial building rehabilitation, and adaptive reuse of buildings and spaces. The underlying theme that unifies these activities is the conservation and reuse of urban infrastructure and development.

The exodus to suburbia and the urban fringe, as a result of the auto age, has adversely affected the older inner-city neighborhoods and buildings. The wastefulness inherent in this use-and-abandon type of urban development can be enormous. Existing buildings and developments are underutilized or left vacant. Energy inefficiencies are characteristic of this kind of development as well. As the City abandons its central area and the periphery expands farther into the hinterland, commuting distances become much greater.

Underutilized urban land and buildings, and wasted energy are not the only unfortunate results of inner-city abandonment. A city's rich and unique cultural resources are often abandoned as well. These resources are manifest in the older neighborhoods and commercial districts which, with their architecture and variety of shops, help tell the story of a community's history, how it evolved and grew. But these areas are not meant to be museums, cordoned off for display on special occasions. In order to maintain their importance within a community, they must continue to serve a viable purpose and evolve and grow as in the past. These concerns are reflected in the various activities discussed in this element.

URBAN RENEWAL

Urban Renewal is a method of revitalizing urban space. The intent is to target areas where aggressive redevelopment through new construction would benefit the community more than simple rehabilitation.

Acquisition of sites, and their sale to private parties for development in accordance with a municipal plan, is the main focus of urban renewal.

The State law provides that an urban renewal project must be in conformance with an urban renewal plan for the area. That plan must be referred to the Planning Commission and determined to conform to the general plan for the development of the City as a whole, prior to approval of an urban renewal project by the City Council. Following a public hearing, the City Council may approve an urban renewal project if it finds that:

a. A feasible method exists for the location of families who will be displaced from the urban renewal area into decent, safe and sanitary dwelling accommodations within their means and without undue hardship to such families;

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b. The urban renewal plan conforms to the general plan of the municipality as a whole.

The Urban Renewal Plan may be modified at any time, subject to requirements of the State Urban Renewal Law (Chapter 403, Code of Iowa).

Another application of urban renewal powers, currently utilized in the Council Bluffs Center I project area, is the jurisdiction to review the proposed designs of signs and buildings (new development, redevelopment, and remodeling), for conformance with the standards set forth in the urban renewal plan.

The objective of design is to assure the positive aesthetic nature of buildings in the downtown urban renewal area as an essential facet of recycling and rehabilitating the urban center, while also protecting the value of public investments made as part of the urban renewal program.

URBAN REVITALIZATION

Urban revitalization is another legislatively authorized method of conserving and rehabilitating deteriorating or abandoned areas. Urban revitalization designation offers an area development incentives. Potential rehabilitation and new development within an area are encouraged by the availability of industrial revenue bonds and tax abatement to qualified developers. All development using these means must conform with the City's Urban Revitalization Plan. The recycling of existing buildings and infrastructure is more characteristic of revitalization than renewal. By way of example, old warehouses might be recycled for commercial establishments or apartments. This method of giving new life to older urban buildings is known as "adaptive reuse."

REHABILITATION

Rehabilitation of existing older houses and commercial buildings is also facilitated by low-interest loans from the City's allocation of federal Community Development Block Grants. Low- and moderate-income households may apply for these loans to make needed repairs to older homes. This is an important program designed to maintain the existing housing stock and to prevent potential abandonment of housing and possibly entire neighborhoods. Commercial rehabilitation loans are currently being studied for feasibility and applicability. These should soon be available for commercial buildings in designated urban revitalization areas.

HISTORIC PRESERVATION

Historic preservation of commercial, industrial, and residential buildings best exemplifies the recycling of urban infrastructure. As Americans become increasingly aware that progress need not always mean bulldozing the past and building anew, historic sites and buildings are more frequently being renewed as assets, rather than viewed as liabilities. A community's historic and cultural resources can take on new importance and value. Congress has recognized this importance and reflected its concerns in legislation that encourages historic preservation. Federal participation in preservation activities was best emphasized by Executive Order 11593 (signed May 13, 1971) which states that:

The federal government shall provide leadership in preserving,

restoring and maintaining the historic and cultural environment of the nation.

Since then a wide variety of laws has been enacted which cumulatively encourage historic preservation through tax credits and incentives and grants-in-aid. These incentives are available for rehabilitation of old buildings that conform with the Secretary of Interior's Standards for Rehabilitation. These standards are designed to ensure sensitive rehabilitations that preserve the original architectural integrity of a structure.

The recurring theme of urban conservation is the recycling and reuse of urban infrastructure. With adequate education and incentives, we attempt to reverse the effects which the modern throw-away culture has had on urban development and hope that someday disinvestment and abandonment will no longer be a threat to our community.

This element is intended to establish and reinforce policies and implementation measures designed to curb urban disinvestment and to encourage the reuse and rehabilitation of existing urban infrastructure.

ISSUES

- I. Education of the public and developers regarding the various urban conservation programs and advantages.
- 2. The potential for increased coordination among staff involved in urban conservation and economic development activities.
- 3. The effective remaining applicability of urban renewal powers in Council Bluffs.
- 4. The potential for increasing developer use of currently available revitalization benefits in designated areas.
- 5. How historic preservation can become an integral part of urban conservation and economic development.
- 6. The potential for expansion of residential rehabilitation programs.
- 7. The establishment of commercial rehabilitation programs to strengthen the downtown core and designated revitalization areas.

GOALS

- 1. The City shall actively promote urban conservation in the private sector through economic incentives and benefits. This shall include redevelopment, adaptive reuse, and preservation of existing developed areas, infrastructure, and cultural resources.
- 2. Public-sector decision-making shall involve consideration of urban conservation objectives.

POLICIES

- 1. The City shall take the initiative to educate developers and the public regarding urban conservation programs in order to foster more active redevelopment in Council Bluffs.
- 2. Public offices engaged in economic development and urban conservation efforts shall be more closely coordinated.
- 3. The City shall assess the effective remaining applicability of urban renewal provisions in Council Bluffs.
- 4. The City shall more actively encourage the use of existing redevelopment incentives and programs and explore potential new programs.
- 5. The City shall more actively promote preservation of its historic assets as an economically viable component of urban redevelopment.
- ó. The City shall continue to promote residential rehabilitation.
- 7. The City shall promote the conservation of single-family and low-density neighborhoods.

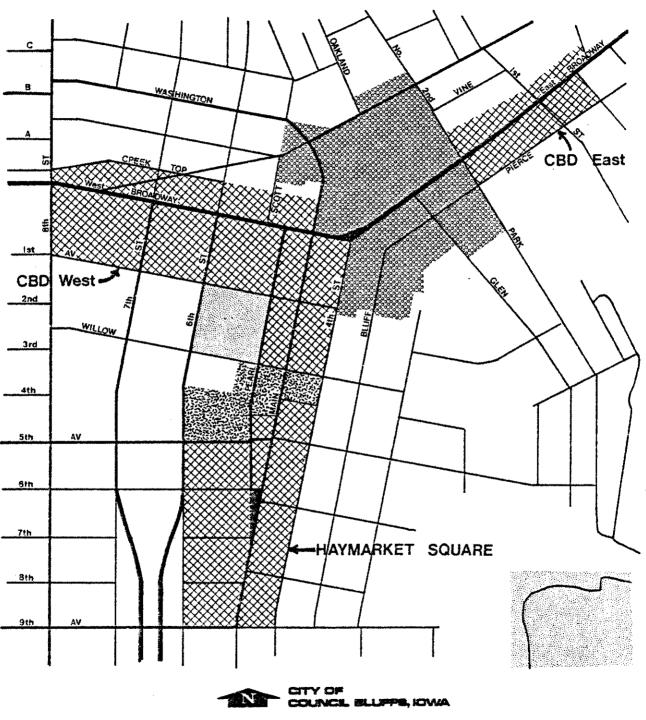
IMPLEMENTATION STRATEGIES

- 1. The Department of Planning and Community Development shall prepare a brochure explaining the available programs, benefits, and incentives of urban conservation. This brochure shall be available for general distribution.
- 2. In an effort to educate a more wide-spread public regarding urban conservation programs, local media should be utilized, if possible, to publicize these programs.
- 3. Staff charged with economic development activities shall be fully aware of all urban conservation programs and incentives and shall use program availability to help promote the economic development of Council Bluffs.
- 4. City staff shall develop an administrative procedures manual to provide a comprehensive listing of urban conservation opportunities, pertinent departments, and staff, to be used by both the public and City staff.
- 5. Community Development staff shall identify, in conjunction with proposals included in the Downtown Redevelopment Plan, those properties, if any, that might best be redeveloped using the building-site assembly powers of urban renewal.
- 6. City staff shall identify downtown properties that, because of steady and marked decrease in assessed evaluation, would be the best candidates for designation as tax increment financing (TIF) districts. In conjunction, staff shall assess the public funding available for development financing.
- 7. The City shall establish a commercial rehabilitation loan program.

In conjunction with participating banks, low-interest rehabilitation loans shall be available for qualified commercial projects. Payback of the loans will revert to a revolving loan pool to finance future projects.

- 8. The City shall continue its residential rehabilitation program in existing targeted neighborhoods and other areas that may be introduced into the program.
- 9. The City shall pursue certification of its historic preservation enabling ordinance by both the State Office of Historic Preservation and the U.S. Department of the Interior as the major step towards becoming a "Certified Local Government."
- 10. "Council Bluffs. A Plan for Historic Preservation," as prepared and submitted by Jennings, Gottfried/Cheek in October 1982, shall be reviewed, amended as appropriate, and adopted as the City's official historic preservation plan.
- 11. The City shall actively pursue certified designation of the Haymarket Square Historic District in order to assure rehabilitation tax benefits and design control in the district. Other potential historic districts shall be identified, designated, and certified as deemed appropriate. Possible districts might include the Lincoln-Tinley Neighborhood, the East Central Business District, and the East Broadway area.
- 12. Specific land-use plans may be developed for those districts designated as historic. Study of each designated district shall be made to determine the need and appropriateness of special zoning and land use regulations.

Downtown Redevelopment Areas .



KEY:

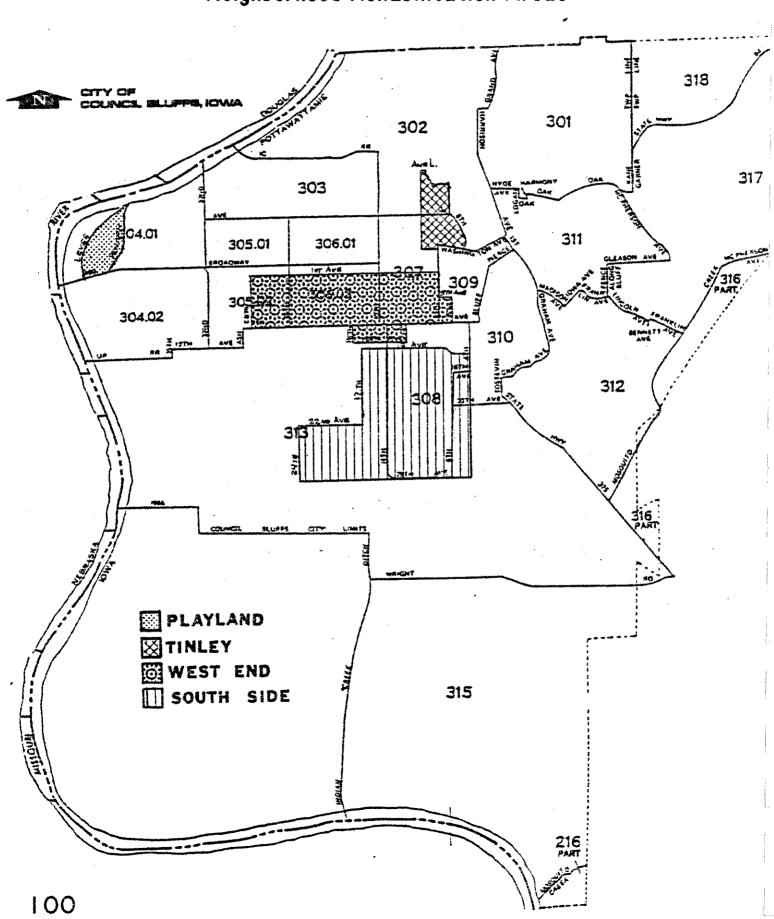
Urban Revitalization Areas

CBD Urban Renewal Area

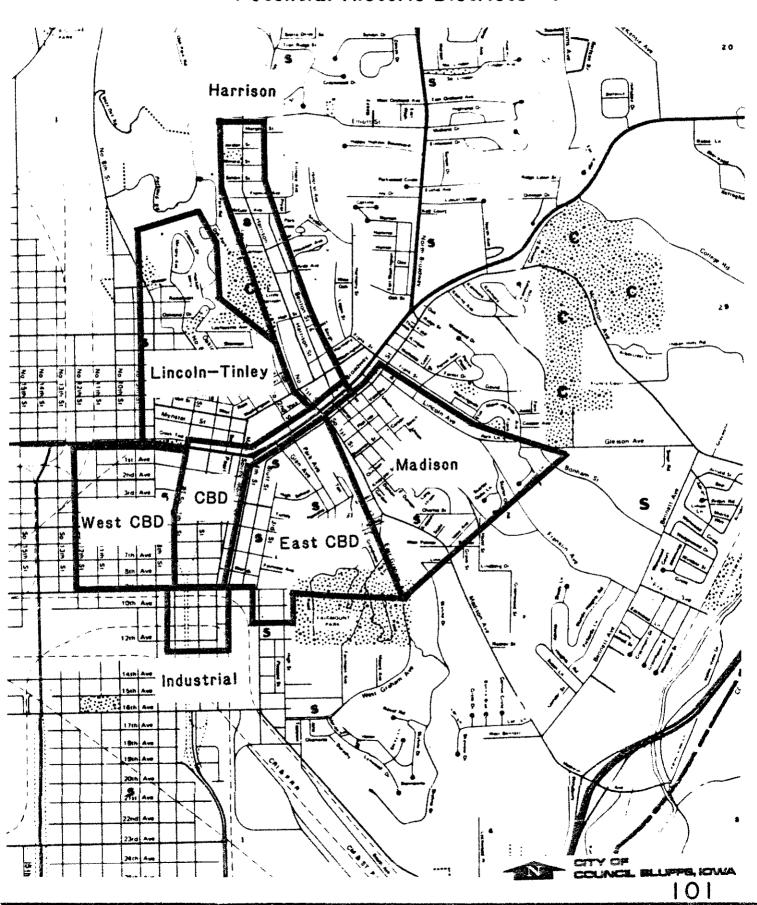
City/County Buildings

City Parks

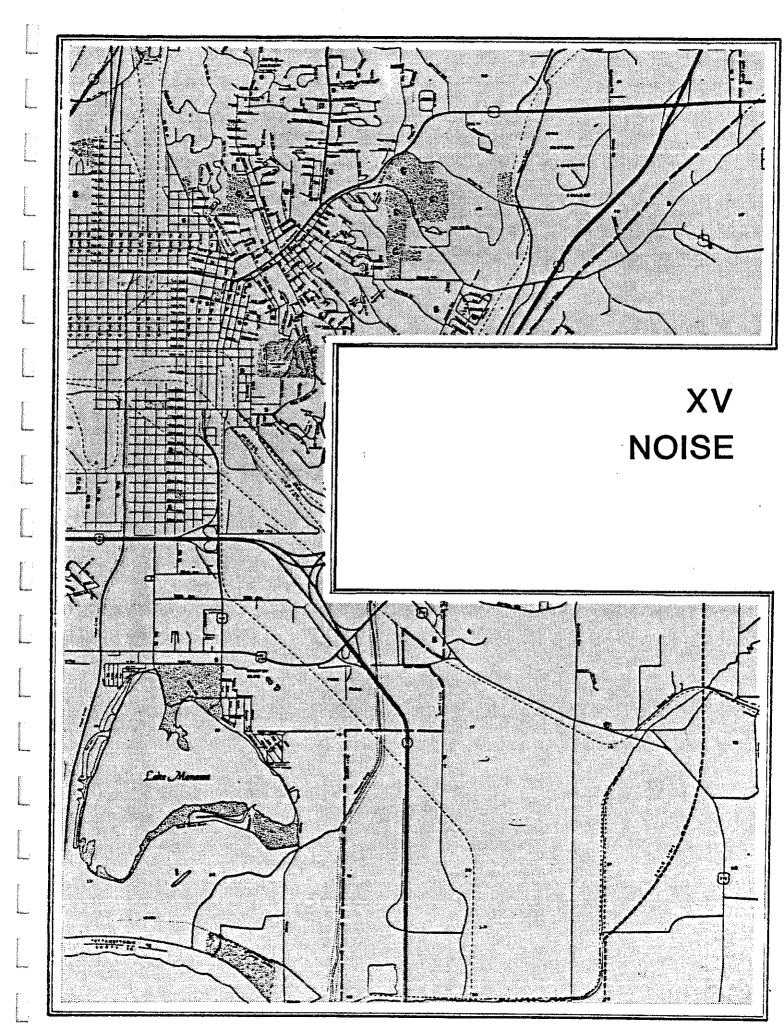
Neighborhood Rehabilitation Areas



Potential Historic Districts



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NOISE

INTRODUCTION

Noise, as other pollutants, is a waste product generated by the activities of a modern industrialized society. It is defined in the EPA "Report to the President and Congress on Noise" (1972) as "any sound..... that may produce an undesired physiological or psychological effect in an individual ... or group." Noise is an extremely pervasive pollutant. In one form or at one time noise adversely affects almost the entire U.S. population. Certain noise effects are well documented:

- noise can cause damage to the inner ear, resulting in permanent hearing loss that may range from mild to severe, depending upon the level and duration of exposure;
- noise can disturb and prevent sleep;
- noise can disrupt learning and teaching activities as well as other activities that require mental concentration or spoken communication;
- noise can interfere with spoken communication and with the enjoyment of watching television, or listening to the radio or record player;
- noise can be a source of annoyance;
- even detecting man-made noise in pristine environments, such as parks and open space preserves, may be significantly annoying to people.

Other effects of noise are less well documented, but nonetheless of increasing importance. These effects concern the physiological and psychological "stress" diseases associated with noise exposure.

Annoyance by noise is a particularly complex phenomenon. Although hard to quantify or predict, noise-caused community annoyance is very prevalent. The Bureau of Census 1974 Annual Housing Survey found that although Americans in approximately 4 out of 5 households felt that they lived in good or excellent neighborhoods, almost half considered their neighborhoods too noisy.

Several different systems have been developed for expressing perceived noise levels. The A-weighted noise measurement system expressed in decibels dB(A) is the best indicator of noise levels audible to the human ear. In determining what general levels of noise are too loud, the Environmental Protection Agency recommends that 70 dB(A) be the maximum daily exposure prior to hearing impairment.

The threshold for annoyance and interference with activites has been determined as 66 dB(A) outside and 45 dB(A) inside.

These are only general noise levels, however, with no particular relation

to a given situation, location or land use. Certain land uses and activities (e.g. industries and warehouses) are much less sensitive to noise than certain others (e.g. residential, hospitals, schools).

Similarly, different land uses emit varying levels of noise. The following table pairs up compatible sound-emitting land uses and sound-receiving land uses, based on a dB(A) threshold, expressed as the average dB(A) over a one-hour period ("Leq(1)"):

| Sound Emitting | Sound Receiving | Time of Day | Limit, dBA Leq (1) |
|-------------------------|------------------------|--------------|--------------------|
| Residential | Residential | Day Night | 55 45 |
| Business/ Commercial | Residential | Day Night | 60 50 |
| Industrial | Residential | Day Night | 65 55 |
| Business/ Commercial | Business Commercial | Day or Night | 65 |
| Industrial | Business Commercial | Day or Night | 65 |
| Industrial | Industrial | Day or Night | 75 |

Using this table one can determine that the location of an industrial use emitting an Leq(1) of 70 dB(A) would not be desirable if within sound-receiving range of a residential use. Good land-use planning decisions should include consideration of these noise-compatibility relationships.

Noise-related incompatibilities are not, however, soley due to land uses. Streets and highways, railroads, and air traffic corridors all create large volumes of noise which significantly add to noise pollution and may mask other sounds. The cumulative effect of all these sources results in the composite ambient noise exposure for a given area. Figure 1 illustrates the estimated 1980 composite noise exposure for the Eppley Airfield environs, including most of Council Bluffs. It is readily apparent that a majority of the City's residents are exposed to average 24-hour noise levels of at least 65 dB(A), a volume somewhat higher than the recommended maximum threshold for residences.

The "Airport Noise Control and Land Use Compatibility (ANCLUC) Plan" for Eppley Airfield, prepared in 1980, addresses the airport-based components of the composite noise scenario. The plan suggests recommendations for reducing airplane generated-noise. The first Phase, implemented in 1980, together with the second Phase, effective in 1990, are intended to reduce aircraft noise over Council Bluffs to a considerable extent, as shown by Figures XV-3 and XV-4.

Street, highway, and railroad noise are less readily reduced by a single action plan due to their multi-source nature. However, such measures as permit programs, economic incentives, zoning, property line standards, landscaping, and curfews can be used together to reduce these sources of noise.

This element is intended to identify noise problems within the City and to establish policies and implementation strategies for the reduction of noise pollution and the protection of noise-sensitive uses.

ISSUES

- 1. Airport noise pollution.
- 2. Highway, street, and railroad noise.
- 3. Noise excesses, both ambient and single-event.
- 4. Noise compatibility between adjacent land uses.

GOALS

- 1. To effectuate a reduction in the number of Council Bluffs citizens who are currently exposed to excessive average noise levels, at home, at work, and at play.
- To ensure that noise-sensitive uses such as schools, hospitals, etc., be protected from excessive noise levels.

POLICIES

- 1. Ensure maximum land use compatibility between the airport and areas excessively impacted by airport noise.
- 2. Support ANCLUC recommendations for airport noise reduction.
- 3. Attempt to reduce the actual noise from highways, streets and railroads and its impacts on noise-sensitive land uses.
- 4. Strive to reduce ambient and single-event noise excesses within the City.
- 5. Attempt to ensure noise compatibility among adjacent land uses, when appropriate.

IMPLEMENTATION STRATEGIES

1. The City shall consider amending the Subdivision Ordinance to reflect noise-abatement concerns, as follows:

Section 14.06.030 Preliminary Plan: This section outlines the requirements for submission of the preliminary plan. It is recommended that a new requirement be added which would read: "14. A location map showing the proposed site in relation to the noise contours of 65 Ldn or greater created by aircraft operations at Eppley Airfield."

Section 14.06.040 Procedure: Paragraph 02 of this section details the distribution of the preliminary plan to the various city departments. It is recommended that this section be modified to include notification of the Omaha Airport Authority or the Noise Abatement Committee when a proposed subdivision lies within the 65 Ldn contour.

Section 14.08.030: Similar requirements as incorporated in a. and b. above should be incorporated into this section which cover the submission and approval of final plats.

Section 14.09.030 Unsuitable Land: This section states that "No land shall be subdivided which is found to be unsuitable for subdividing due to ... any other feature likely to be harmful to the health, safety, or general welfare of the future residents..." In addition to the conditions mentioned, it is recommended that aircraft noise be specifically mentioned as a condition making land unsuitable. This would require the developer to prove that he has taken steps to mitigate the aircraft noise impact.

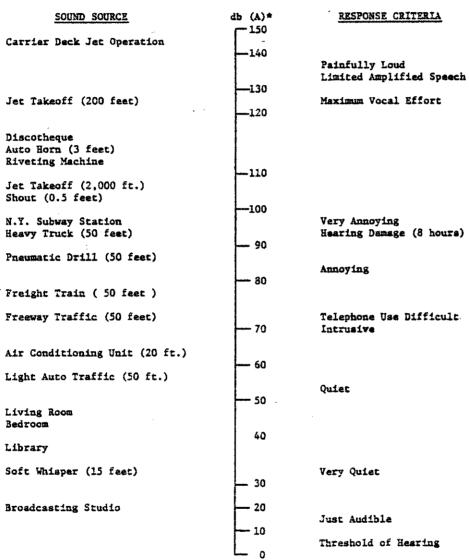
Section 14.10.060 Easements: Modifications to this section should require that any subdivision which is approved within the 65 Ldn contour dedicate an aircraft noise easement to the Omaha Airport Authority.

- 2. The City shall support the Phase 1 and Phase 2 ANCLUC noise abatement recommendations in any appropriate way.
- 3. The City shall ensure that roads constructed or improved within City limits be designed with careful consideration given to the noise impact they may create, both in the short— and long-term.
- 4. Unnecessary through traffic on neighborhood streets shall be encouraged to use collector and arterial streets, which should be enhanced to accommodate smoother, more efficient traffic flow. Vehicle-generated noise impacts could be reduced in neighborhoods with such a program, which could include stop and yield signs when appropriate.
- 5. The City shall support legislation which encourages or requires the reduction of noise levels for machinery, motor vehicles, etc., which may be offensive due to high noise levels.
- 6. The City shall request that noise control measures accompany construction of any new County, State or Federal roads and highways by such measures as road depression, soundwalls and berms, landscaping, and funds to modify existing, adjacent noise-sensitive buildings.
- 7. The City should consider amending the Zoning Ordinance to require noise protection by landscaping and screening for noise-sensitive developments located near railroads, freeways, and arterials.
- 8. Traffic volumes and average speeds should be reviewed periodi-

- cally to ensure maximum effectiveness in reducing noise levels, especially adjacent to residential areas.
- 9. The Zoning Ordinance should be amended to require buffers or separation between noise-generating uses and noise-sensitive uses, as determined by using maximum threshold figures, illustrated in Table 1.
- 10. In considering rezonings and conditional use permits, decision-making should reflect the following noise-related concerns:
 - a) that residential areas and especially noise-sensitive uses not be violated by heavy noise-producing uses, and
 - b) that industrial zones be protected from the introduction and expansion of noise-sensitive uses which could cause subsequent conflicts with industrial activities because of noise complaints.
- 11. The City shall continue to enforce the noise ordinance, as it applies to 1-hour Leq noise violations from both stationary and moving sources.

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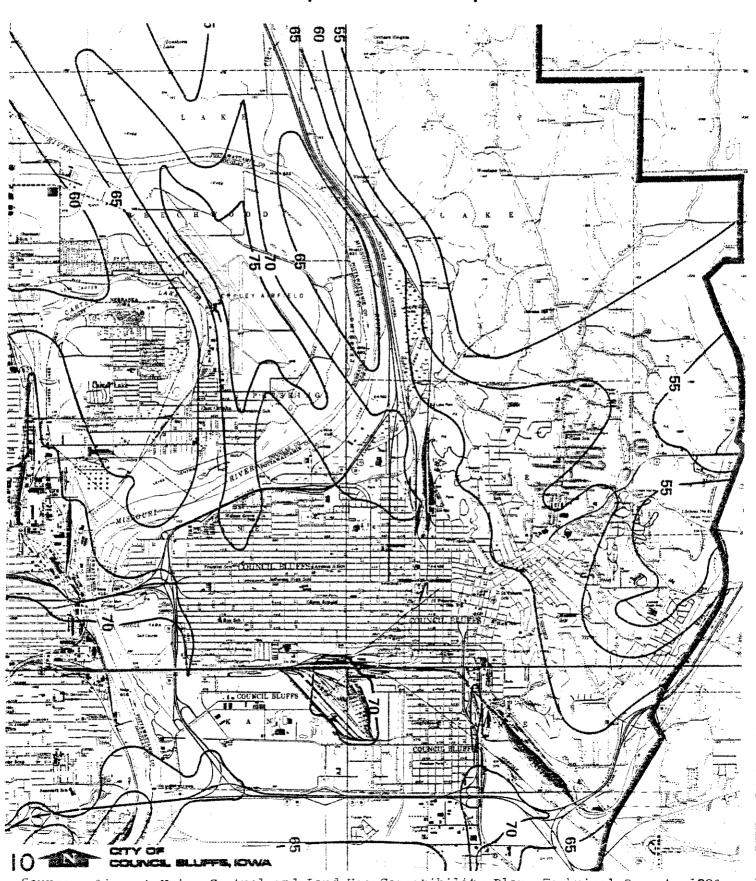
Typical Sound Levels and Human Response



*Typical A - Weighted sound levels taken with a sound level meter and expressed as decibels on the scale. The "A" scale approximates the frequency response of the human ear.

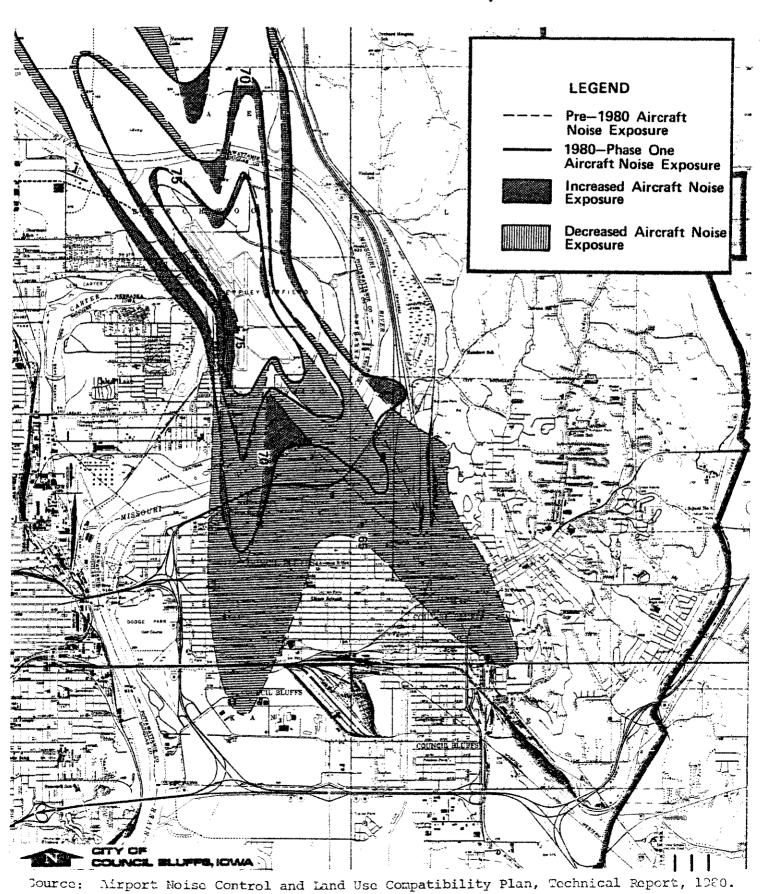
Source: Environmental Quality - The First Annual Report of the Council on Environmental Quality. Council on Environmental Quality, Transmitted to Congress, August 1970.

Pre-1980 Composite Noise Exposure (Ldn)

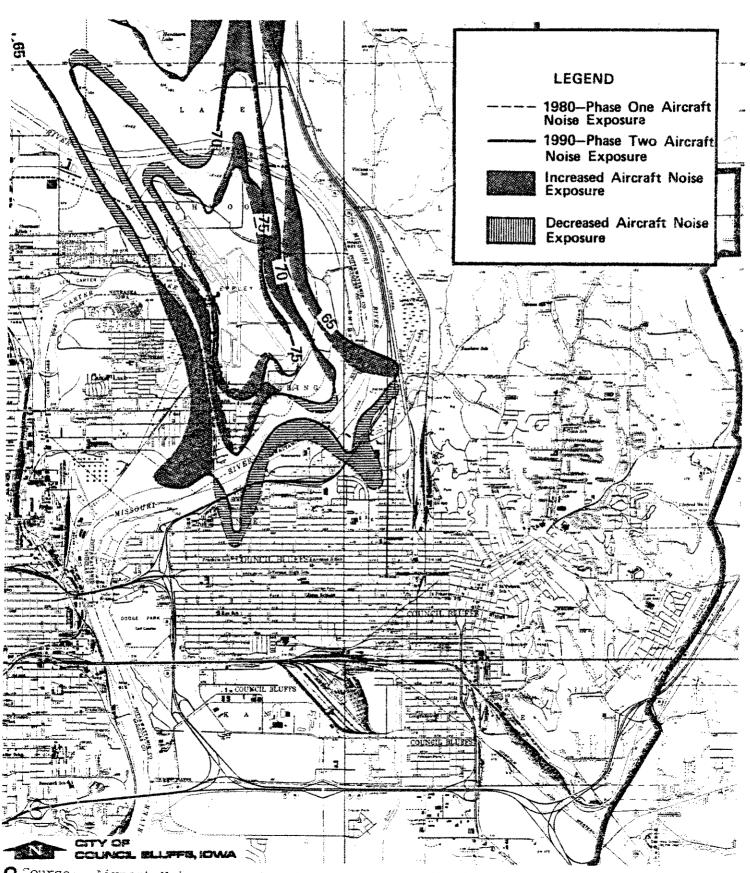


Source: Airport Noise Control and Land Use Compatibility Plan, Technical Report, 1980.

1980 Reduced Aircraft Noise Exposure (Ldn)



1990 Reduced Aircraft Noise Exposure . (Ldn)



2 Source: Airport Noise Control and Land Use Compatibility Plan, Technical Report, 1986